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THE ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT OF EDMONTON AND CALGARY

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(Commission Secretary)

PROCEEDINGS

DATE October 13th, 1954.

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The Court House
EDMONTON - ALBERTA

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VOLUME II

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THE SITTINGS OF THE ROYAL COMMISSION OF METROPOLITAN DEVELOPMENT OF CALGARY AND EDMONTON, held at the Court House, Edmonton, Alberta, commencing Wednesday, the 13th day of October, A.D. 1954, at ten a.m.

THE CHAIRMAN: The first order of business this morning will be to hear from any others who were not present yesterday or who did not identify themselves and declare an intention to submit a Brief. Are there any others?

MR. MARLETT: Mr. Chairman and Gentlemen, Mr. Marlett representing the Edmonton Chamber of Commerce. The Edmonton Chamber has had a committee studying this question for some time, but the problem is so complex and with the limited resources at our disposal, I was instructed to appear before you and express the hope that any presentation which the Chamber may wish to make might be deferred until such time as we have had an opportunity to be present and observe the various briefs which are being presented, and then if deemed advisable, to present one at a later date. That is with your permission, sir.

THE CHAIRMAN: Mr. Marlett, obviously I think we should know by a certain date whether you are going to present a brief or not. This Commission is not going to sit forever, you know, and we must know what sort of business, how much is likely to come before us at any time.

How soon will it take the Chamber, or at least, how soon will it be able to make up its mind

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THE CHAIRMAN: (Cont.) to whether it is going to present a brief or not?

MR. MARLETT: That is a little hard to say, sir. I understand that further briefs must be in five days prior to November 22nd?

THE CHAIRMAN: That is November 17th.

MR. MARLETT: Yes, and I am wondering if perhaps if a decision were made say one week prior to that?

THE CHAIRMAN: Oh, yes.

MR. MARLETT: And we were to inform you, would that be satisfactory?

THE CHAIRMAN: Yes, that will be all right. I was afraid that you were aiming to make a request for a further adjournment on the 22nd, and I wanted to warn you that such a request is not likely to be favorably considered. I'm not saying that it won't be, but that it is not likely to be because we expect to go forward pretty well to the conclusion of the hearings by the end of that week. There will be exceptions perhaps, but that's our general ambition.

MR. LASH: Mr. Chairman, Harry Lash; at the request of your secretary I have prepared a short memorandum on subdivision control, cancellations of subdivision and control of development adjacent to highways which I have here if you would like to receive them.

THE CHAIRMAN: Yes, I think they should be received as an exhibit, and then you will be available later to be called as a witness to answer questions with regard to that.

discussion re Article.

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MR. LEAH: Mr. Chairman, Harry Leah: at the request of your secretary I have prepared a short memorandum on subdivision control, cancellations of subdivision and control of development adjacent to highways which I have here if you would like to receive them.

THE CHAIRMAN: Yes, I think they should be received as an exhibit, and then you will be available later to be called as a witness to answer questions with regard to them.

MR. LASH: Yes.

THE CHAIRMAN: These memoranda, have you a sufficient number of copies for each member of the Commission?

MR. LASH: I have six copies.

THE CHAIRMAN: This will be 16E.

MR. McKENZIE: Mr. Chairman, I was wondering if the letter "E" were not reserved for briefs or documents in connection with Edmonton's submission? Perhaps Mr. Lash's should have a different number.

THE CHAIRMAN: Thank you very much, I think you are right about that. Suppose that we call these, Mr. McKenzie, would it be in order for us to call this memorandum of Mr. Lash's, it has to do with Provincial Legislation, suppose we call them "L"?

MR. McKENZIE: All right.

THE CHAIRMAN: Would that be satisfactory?

MR. McKENZIE: Yes.

THE CHAIRMAN: This would be 1L.

MEMORANDUM PRODUCED BY MR. LASH IS ENTERED AND MARKED EXHIBIT 1L.

THE CHAIRMAN: I called it a memorandum, it deals with, I think you said, three matters. Would you detail those again, Mr. Lash?

MR. LASH: It deals with subdivision control.

THE CHAIRMAN: Yes.

MR. LASH: Cancellations of subdivision.

THE CHAIRMAN: Yes.

MR. LASH: And control of development adjacent to highways.

THE CHAIRMAN: Yes, thank you very much.

MR. CLEMENT: Again, Mr. Chairman, I don't like to appear to be unduly resistant about these things, but if we are to ask Mr. Lash some questions, it would be helpful if one of those exhibits were made available on the desk here?

THE CHAIRMAN: We will undertake to have that done, Mr. Clement.

MR. CLEMENT: Thank you.

THE CHAIRMAN: Mr. Lash, do you happen to recall how lengthy a document it is, how many pages roughly?

MR. LASH: Three and a half pages.

THE CHAIRMAN: Three and a half, thank you very much. If we need extra copies, we can have them made. Thank you very much. Now, Mr. Garside?

MR. GARSIDE: Mr. Chairman, yesterday Mr. Harries referred to the 1954 Commissioners' Report to the ratepayers, and I have seven copies here for filing with the Board.

I also would like to file with the Board for your information the population statistics of the city from the year 1899. Some of those years, of course, are in the brief already, but I think it might be of interest to the Board to have complete statistics regarding the population of Edmonton as I have them here.

THE CHAIRMAN: You have extra copies of those too?

MR. GARSIDE: I have seven.

THE CHAIRMAN: These probably should be entered as exhibits.

MR. McKENZIE: The Commissioners' Report is already 13E.

THE CHAIRMAN: And then this will be 16E.

POPULATION STATISTICS OF THE CITY OF EDMONTON FROM THE YEAR 1899 ARE ENTERED AND MARKED EXHIBIT 16E.

THE CHAIRMAN: I am assuming now that there is no other preliminary matter to come before us.

I will ask the representative of the District Planning Commission to identify himself; to be sworn and make his presentation.

MR. HARRIES: Pardon me, sir, there were several matters that arose yesterday in connection with exhibits that the Commission requested. Would it be convenient to put those in now?

THE CHAIRMAN: I'm sorry, Mr. Harries, I didn't hear what you said at the beginning.

MR. HARRIES: Yesterday there were several matters in connection with exhibits that arose, particularly the one on municipal finance study that was mentioned. Would it be convenient to have those filed at the start of today's proceedings?

THE CHAIRMAN: Yes, that's what I want.

MR. HARRIES: I thought I had more copies, but I find that I have only two copies of a study entitled "Some Aspects of Municipal Finance in the City of Edmonton", a study prepared by the Edmonton Chamber of Commerce special committee on municipal finance. That was prepared, dated November 15th, 1951 and purports to give, to analyze some of the problems that arose in Edmonton as a result of the impact of oil development in areas contiguous to the city.

THE CHAIRMAN: There are just two copies available?

MR. HARRIES: Two copies. I have checked with the Chamber of Commerce and they are out of copies. I can only conclude that we didn't publish enough of them.

THE CHAIRMAN: We accept it then as Exhibit 17E and make them available for our consultants, and as far as possible one copy for the Commission itself.

MR. SOETAERT: And, Mr. Chairman, I was requested yesterday to file certain statistics regarding matters in the Municipal District of Strathcona. Would you wish those to be filed now or would you prefer that they be filed at the time that we make the statement this afternoon?

THE CHAIRMAN: I would prefer that they be left until you make your preliminary statements this afternoon.

MR. SOETAERT: All right, sir, thank you.

THE CHAIRMAN: "Some Aspects of Municipal Finance" 17E.

STATEMENT ENTITLED "SOME ASPECTS OF MUNICIPAL FINANCE" IS ENTERED AND MARKED EXHIBIT 17E.

THE CHAIRMAN: Now, I think perhaps we are prepared to proceed, Mr. Gertler. Thank you, Mr. Soetaert. Mr. Gertler, will you come forward?

MR. HARRIES: We have received no copies of this statement. I wonder if there are any available?

LEONARD GERTLER, having first been duly sworn, testified as follows:

THE CHAIRMAN: You carry on, Mr. Gertler, please.

A Mr. Chairman, this brief is in the nature of a statement of principles and objectives.

A (Cont.) It addresses itself to one part of the terms of reference of your Commission, namely the orderly development of municipal and school services. In that respect it represents the common denominator of agreement between the twelve municipalities who are members of our Commission.

Appended to the brief is a list of information now being prepared by The District Planning Office for submission with your approval at the final hearing.

The statement reads as follows:

" The District Planning Commission believes that the investigation of metropolitan problems should begin by defining the metropolitan area of Edmonton. The defined metropolitan area determines, in part, the scope of the study. And if it is to be a basis for a redefinition of boundaries and/or reallocation of functions and finance, it must be such an area that solutions implemented today will not be outmoded within a few years.

1. <u>Defining the Metropolitan Area</u>

A proper definition of the metropolitan area of Edmonton should take into account the following factors:

a) existing residential, commercial, industrial, recreational and cultural land-uses, and the interdependencies - in essential physical services and in economic and social life - arising from these land-uses,

A (Cont.)

" b) the quantity and location of land required for the accommodation of the natural evolution of industry, based on the area's unique resources - including land for primary, secondary and tertiary or service industries,

c) the area and population that can be economically served by the established utility systems, particularly those, namely sewer and water, in which per capita capital investment is highest.

2. Objectives for Orderly Development of the Metropolitan Area

Orderly development within this defined area will depend, amongst other things, upon the attainment of the following five objectives:

a) the maintenance of the metropolitan limits, which are "optimum" from the service, industrial and municipal viewpoints, against pressures for fringe development just beyond the established limits,

b) the maintenance within the metropolitan limits of a balance between the major land-uses therein, so that approximately the right amount of residential land will be provided to accommodate the ultimate housing demand arising from the full development of the industrial zones, and so on,

A (Cont.)

" c) the planning and development of a unified major road system for the defined metropolitan area,

d) the achievement of a distribution of houses in relation to workplaces, and vice versa, that will minimize the time, cost and inconvenience of the journey to work,

e) the development of the lands within the defined metropolitan area in accordance with a schedule of priorities determined by:

a) the need to coordinate the various land-uses, and

b) the need to develop first those lands which can be provided with physical services - at the most economical cost to the taxpayer.

3. Planning Functions and Means

Achievement of the five essential objectives for orderly development depends, in turn, upon the two following changes in the administration of metropolitan and regional planning:

a) the establishment, coextensively with the metropolitan area, of executive planning authority with respect to

(i) major land-uses, including residential, industrial, major commercial, greenbelt and natural park,

A (Cont.)

" (ii) subdivision of land, in accordance with provincial regulations,

(iii) the location and design of major roads,

(iv) the determination of population densities,

(v) the determination of the composition of housing by type and cost, within residential neighborhoods, and

(vi) scheduling the development of land, and

b) the maintenance of effective regional planning, either by means of the Edmonton District Planning Commission, or some other means depending on the form of government recommended, with executive authority within the Planning District as originally defined, (Regulations issued under O.C. 777/50 - June 26, 1950), with respect to

(i) subdivision of land, in accordance with provincial regulations,

(ii) the location, size and design of smallholding hamlets,

(iii) the location, size and design of new towns, within the framework of appropriate provincial "new town" legislation.

A (Cont.)

" (iv) the determination of commercial zones along provincial highways,

(v) the location of district parks and recreational areas, and with advisory and technical services to district towns and rural municipalities as presently provided.

The Commission is not primarily concerned with changes in boundaries and in the form of local government. But it is concerned, that whatever the final solution, that effective control be exercised over the essentially metropolitan and regional aspects of planning.

If boundaries and the form of government are unaltered, or if boundaries are not altered, but a federal or county type of government is established over the Planning District, as originally defined, or as redefined for this purpose - then effective metropolitan and regional planning would require -

a) the delegation of the necessary powers, with respect to both metropolitan and regional planning, from the constituent municipalities to the Edmonton District Planning Commission (under the authority of Section 14g, Town and Rural Planning Act 1953), or its regional equivalent under a county type of government, and

A (Cont.)

" b) the exercise of some control, by statute, to ensure representation of all municipalities within the Planning District on the Planning Body.

If boundaries are made coterminous with a defined metropolitan area, and either a federal or unitary principle of local government is established, effective metropolitan and regional planning would require that -

a) executive authority with respect to the metropolitan aspects of planning (outlined in Part 3 above) be vested in the metropolitan council, whatever the form of government, and

b) executive authority with respect to the regional aspects of planning (outlined in Part 3 above) be vested in the District Planning Commission, strengthened by mandatory membership.

4. <u>The Relationship Between Orderly Metropolitan Development and Regional Planning</u>

Emphasis has been placed upon regional, as well as metropolitan planning functions, because the two are closely inter-related. An effective regional plan is essential, from a metropolitan point of view -

1) to prevent the recurrence of substandard, fringe development,

A (Cont.)

" 2) to prevent the disorderly extension of urban uses along major highway arteries, into the open country,

3) to maintain, by limited access zoning, the safety and capacity of the highway approaches,

4) to provide the technical services required for the achievement of decentralized growth in new and district towns,

5) to provide a permanent instrument of cooperation between the municipalities of the District - a place where town and country can negotiate matters of common concern, and

6) to restrain the flight of industry in search of cheap land, from established industrial zones, with the consequent repetition in a few years of the circumstances that have made this investigation necessary.

Of these functions, the most critical is that of stimulation and assistance to decentralized growth in alternative centres, such as Fort Saskatchewan or in entirely new towns. The Commission is convinced, on the basis of five-years experience, that the optimum metropolitan limits cannot be maintained by negative means alone, such as greenbelt and highway access controls. The pressure which is contained at the

A (Cont.)

"centre, must be released at outlying points. If alternative centres of growth can be found within the region, the basic economic potential will be realized, Edmonton businesses will find their market enlarged, while at the same time, part of the burden of municipal cost, attending rapid growth, will be avoided at the centre. In this way, the regional plan can have great bearing on the financial problems of the Edmonton metropolitan area. And the spectre raised by the City Commissioners (October 2, 1953)- "that the tax burden will become so onerous that it may invoke the law of diminishing returns" - may be avoided.

5. <u>The Relationship Between Regional Planning and Municipal Finance</u>

The Commission is concerned with the equitable distribution of costs of government in the metropolitan area only to the extent that financial pressures affect development, place strains upon the plan, and make it unworkable. In the experience of the Commission the following have been some of the consequences of the prevailing financial relationships within the metropolitan area:

(1) Orderly development of municipal and school services in the suburban communities has been impaired by reliance upon unbalanced, predominantly residential tax bases,

A (Cont.)

" (2) Substantial tax differentials and their effects within the area of the Outline General Plan have -

(a) impaired industrial development within the "high tax" industrial zones, where all other conditions are favourable,

(b) contributed to the pressure for industrial location outside the area of the Outline General Plan altogether, where land costs may be low enough to compensate for the level of taxation, and

(c) created demands by impatient land-owners for subdivision of natural industrial lands for residential purposes.

(3) The financial relationships prevailing between member municipalities have coloured all other relationships, and, at times, made difficult a genuine "Planning statesmanship" on matter of subdivision, land use, coordinated road planning, new towns and control of highway and fringe development.

In view of the above, the Commission believes that effective planning within the entire region depends upon a more equitable distribution of the costs of government between the constituent municipalities. Any move

A (Cont.)

"along these lines, however, should be evaluated in terms of its impact on the surrounding region - rural areas and district towns - as well as on the metropolitan area itself. This is suggested, not only in the interests of the welfare of both the rural and urban citizen, but in the interest of the harmony between town and country, essential to regional planning. Great care should be exercised in altering boundaries, forms of government and/ or financial relationships to avoid antagonisms in the area of close interdependence, which is approximately defined by the Planning District."

Now, I would just like to read the list of materials being prepared for eventual submission to yourself.

THE CHAIRMAN: Yes, thank you.

A They will include the following information:

"MATERIALS AVAILABLE AND TO BE SUBMITTED WITH FINAL BRIEF

1. Defining the Metropolitan Area

- Land use map metropolitan area, including general urban, industrial, highway business, smallholdings, surface gravel and mineral workings, poorly drained marshy land, river bank and ravine.
- An inventory of industrial land, including
  - industrial land zones in the various sectors

A (Cont.)

" - industrial land used in the various sectors, and
- industrial land still available and suitable for primary, secondary, and consumer goods industries.

- Data on the limits and capacities of the sewer and water utility systems.

2. Objectives for Orderly Development of the Metropolitan Area

- Per Capita Cost of Government by Population Size Groups, American Cities,
- Per Capita Cost of Government by Population Size Groups, Ontario Cities,
- Analysis of Per Capita Cost of Government, City of Edmonton 1939-1953.
- Outline General Plan - Edmonton Metropolitan Area - revised map.
- Demonstration of balance in residential and industrial zoning in Outline General Plan.
- Maps of Commission plans to coordinate main roads in the north-western, north-eastern, and south-eastern sectors of the Outline General Plan.
- Summary of the results of the Journey To Work study.

3. Planning Functions and Means.

- An outline of the structure and aims of regional planning in the Edmonton District.

A (Cont.)

"

- An outline of the major problems experienced in carrying out the regional plan in the last five years.
- A summary of the county proposal of the Toronto Civic Advisory Committee on Metropolitan Problems.
- A Summary of the British new towns legislation.

4. <u>The Relationship Between Orderly Metropolitan Development and Regional Planning</u>

- An outline of the effects on the Edmonton area - of the establishment of a genuine satellite at Fort Saskatchewan.

5. <u>The Relationship Between Regional Planning and Finance</u>

- Minutes of Commission meetings which illustrate the impact of finance on planning."

THE CHAIRMAN: Mr. Gertler, I am very grateful to you for this very informative analysis. I wonder if you could give the Commission any approximate date when these supplementary materials will be available?

A Well, some of them will be available within the matter of a week or two and the others not before the next sittings.

THE CHAIRMAN: You hope to be ready by the 22nd with them all?

A Yes.

THE CHAIRMAN: Will you go so far as to say that as they

THE CHAIRMAN: (Cont.) become available you will file them with our secretary?

A If that is your wish.

THE CHAIRMAN: Yes. I think it would be of very great value to the members of the Commission as private reading and study of this problem to have those as rapidly as they can be produced.

A Yes.

THE CHAIRMAN: Now, we are ready for cross-examination, Mr. Garside.

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr. Gertler, the District Planning Commission which you represent is based upon legislation contained in the Town and Rural Planning Act?

A That's right.

Q What is the composition of the Edmonton District Planning Commission membership?

A Well, the membership consists of twelve municipalities.

Q Would you mind saying what those are?

A Yes, they are three rural municipalities, Morinville, Stony Plain and the municipality of Leduc; six district towns, the Town of Leduc, Devon, Stony Plain, St. Albert, Morinville and Fort Saskatchewan, and the municipalities of the metropolitan area of the Town of Jasper Place, the Town of Beverly in the City of Edmonton. The Provincial Government also is represented on the District Planning Commission.

Q How are the various members of the District Planning Committee appointed?

A Well, they are appointed by their representative municipalities, by their respective councils. Under

A (Cont.) our regulations it is required that they be members of council, and in the case of the Government of the Province they are appointed by the various departments represented on the Commission.

Q When was this District Planning Commission established?

A It was in the summer of 1950.

Q At that time did all the twelve municipalities referred to become members, send representatives to the District Planning Commission?

A I believe so. There were additional members. There have been one or two casualties since the original formation.

Q Would you mind mentioning what you call "casualties"?

A Yes. The Municipal District of Sturgeon and the Municipal District of Strathcona.

Q Could you tell me also when these casualties occurred?

A The Municipal District of Sturgeon, I believe it was in the first year of operation. I don't know the exact date, and the Municipal District of Strathcona just in the, I believe it was in the month of August, was it?

Q Have you any knowledge of the reasons why the casualties occurred?

A Yes, I have some knowledge.

Q Would you mind letting me know what that is?

A Well, I don't know if it is something that can be stated in a few simple words, Mr. Garside, but I believe that the precipitating consideration in the case of the Municipality of Sturgeon was the annexing by the Town of Beverly of the creosoting plant just

[illegible] our regulations in the
members of council, and in the [illegible] of
of the Province they are [illegible]
departments report [illegible] the Summer

Q When was this District [illegible] Council
It was in the summer [illegible]

Q At that time did all the towns municipalit
referred to become [illegible]
the District Planning [illegible]

A I believe so. [illegible]
have been one or two [illegible] tigation
formation.

Q Would you mind mentioning [illegible]

A Yes. The Municipal [illegible] Municipal District [illegible]

Q Could you tell us [illegible]
occurred?

The Municipal District [illegible]
in the first year of [illegible]
exact date, [illegible]
just in [illegible] I
[illegible]

Q Have [illegible] any [illegible]
or similar occasions

Yes. Have some [illegible]

Would you mind letting [illegible]
well, I don't know [illegible]
[illegible] a few minutes [illegible]
[illegible] the [illegible]
[illegible] quality of [illegible]

A (Cont.) on the north limits of the town.

In the case of the Municipal District of Strathcona a situation arose in concurrence with an argument they had with the Commission on the approval of the plans for the Campbelltown townsite.

Q Could you tell the Board too the extent of the area covered by the Commission? You speak of the regional and the metropolitan areas?

A Well, I still speak of the original planning district as defined in the Order-in-Council, and that was approximately four thousand square miles.

Q That was the regional planning?

A The limits were on the west, the western end of Lake Wabamun approximately; on the north the hamlet of Vimy; on the east Elk Island Park, and on the south the town of Millet, or, the village of Millet.

Q The plans in connection with the Metropolitan area which you have filed, had they come before the District Planning Commission for approval?

A Which plans, sir?

Q The metropolitan plans?

A Oh, yes, the land use plan has come before the Commission for approval.

Q It has been approved?

A Yes, it has been approved.

Q When did that occur?

A Well, I haven't the date with me, although you could find out.

Q Is it several years ago?

A You could find it in our annual report. I can give you the reference if you like, but you will find next

A (Cont.) to page 6 in our annual report of 1952-53 a copy of the Outline General Plan which is now in the hands of the Royal Commission, and on page 12 there is a date, the date on which that plan was adopted with revisions, that's April 1st, 1953, and since then there have been some amendments to the General Plan adopted by the Commission, which will be submitted with our final brief, and they are an extension of the green belt on September 9th, 1953 from the present limits of the green belt to the limits of the town of St. Albert. This was at the request of the Town of St. Albert and adopted by the Commission, and an extension of the green belt between the proposed new Campbelltown townsite and the former limits of the outline general plan. Of course, I have no knowledge as to what action the M.D. of Strathcona has taken with respect to that since their withdrawal from the Commission.

Q Could you tell me, Mr. Gertler, the area in acreage which would be taken say from the outlined municipalities should the metropolitan area as outlined by you be established by the Board, or, recommended by the Board?

A I think I can give you the approximate area. What exactly is your question, Mr. Garside?

Q If this is established as a metropolitan area, you will be taking certain lands, certain lands will be taken from Strathcona?

A Yes.

Q And, I suppose Sturgeon?

(Cont.) - Page 6 in our minutes is an
a copy of the Quetico General Plan which
the hands of the Royal Commission, and on page
there is a date, the date on which that pl
adopted with revisions, on 1 April 1965, very
since then there have been amendments
General Plan adopted by the Commission which will
be submitted with our final
an extension of the green belt
1951 from the present limits of the green belt
the limits of the town of St. Albert
at the request of the Town of Albert
adopted by the Commission. The green
green belt between the proposed
and the former of the
General Plan. Of courses in ter
to what section the M.D. of Sturgeon
reduce to that since there which
Commission.

Q. Could you tell me, Mr. Chairman,
which would be taken say in
should the municipalities
established by the Board.

I can give you the reasons
your question.

A Yes.

Q And possibly Stony Plain?

A Yes.

Q Have you any information which will show us the area of the land which will be taken?

A Well, if you want a precise figure I think I could better calculate it.

Q Just generally at the moment?

A Well, it's approximately an area of, approximately an area of eighty-one square miles.

Q How much from Strathcona?

A Well, in Strathcona the original land which was zoned for housing was 1,827 acres. Part of that is now annexed by the City of Edmonton. Approximately half still remains in the M.D. of Strathcona, approximately 900 acres in Strathcona. There are, excuse me, I have the figures on the industrial land that is zoned; approximately 5,617 acres of land in the industrial zoning of Strathcona.

Q I notice in your appendix you will give to the Board an inventory showing the industrial land still available and suitable for primary, secondary and consumer goods industries. About when would you expect to have that plan ready?

A I think perhaps to be on the safe side, within two weeks.

Q A copy of that will be available to the city?

A Yes.

Q When was the industrial area, or, rather the metropolitan area first established, you say 1951 or '52?

A I beg your pardon?

Q The metropolitan area first established by --

A It was in the summer of 1950.

Q 1950?

A Yes.

Q And Strathcona would be a member of the Commission at that time?

A Yes.

Q Would you say, Mr. Gertler, that the metropolitan question was more of an urban than a rural question?

A Well, I think that it depends in what way you mean that.

Q Well, in Calgary I notice, or, I heard someone say there that the problem density, or, when the problem of density had got to four families per acre, then that became a question of an urban rather than a rural matter. Would you agree with that?

A Yes, but -- the two are related in many ways though. It is true in that respect, it is more urban than rural when you have a density of four people to the acre, but, for example, the question of limited access of highways and proper connections between city roads and the country is a concern both to the man in the street and the man in the field, from the inside and the outside, and I think there are other examples where there is a close interconnection between the metropolitan and the rural.

Q But is it not true that the metropolitan question usually arises by reason of the pressures from the urban centres?

A Historically, I think that's the case, yes.

Q I would like to know just what you mean by green belt and what its function is?

A Well, the green belt is the area described in the outline general plan, of which I believe you have a copy, and its function, well, I should say at first that the Outline General Plan refers to two green belts, an inner or "A" zone or outer and "B" zone, and they have a different function as defined in the regulations. The inner green belt is primarily designed as a measure to preserve natural park land and to provide buffers between antagonistic land uses, that is housing and industry. The outer green belt is one side of the means, the instrument for defining and maintaining an optimum area, that is, residential development is excluded, and in that sense a limit is established to the spread of the urban area.

Q What is your criterion as to the limits at which the green belt begins?

A Well, it's not my criterion, it is the criterion of the outline general plan.

Q How do you determine that though?

A Well, that was approximately based upon the service areas of the central utility system in the area.

Q I notice that in your presentation that you mention on page 3, I think it is, the necessity of the various municipalities concerned in regional and in metropolitan planning should be required to be members of the Commission. Why do you say that?

A Well, simply because there cannot be effective regional planning if any vital part is missing.

Q Would you agree with the city then when it says that the metropolitan area should be governed by one council; one separate school board and one public school board?

A Well, the Commission has not entered into that particular issue, as you can observe from the brief. The Commission is concerned at whatever the Royal Commission decides with respect to boundaries and the form of Government that in some way both metropolitan and regional planning be made more effective than they are today.

Q But perhaps you will agree that it would be easier that fewer persons or districts concerned in this matter would probably make it easier from the point of view of green belts, shall we say.

A The Commission has passed no opinion on that question.

Q You mentioned that you were revising this metropolitan area. Are you revising it to make it larger or smaller?

A Well, revisions have taken place by virtue of resolutions adopted by the District Planning Commission on September 9th and February 3rd, September 9th, 1953 and February 3rd, 1954; one enlarging the green belt north-west and the other eastwards.

MR. HARRIES: One or two questions, sir?

THE CHAIRMAN: Yes.

MR. HARRIES CROSS-EXAMINES THE WITNESS:

Q Could I ask Mr. Gertler when this preliminary report was approved by the Commission?

A Yes, at the last meeting of the Commission on October

A (Cont.) 6th.

Q Now, Mr. Garside spent a moment or two dealing with the problems of maintaining membership in the Commission, and I believe you told him that you had had two casualties, I think was the way you phrased it. There have been, I suppose, at other times suggestions by members of the Commission who as yet may not be counted as a casualty, suggestions that they might withdraw, have there?

A Well, I think that requires a little background in an answer.

You know the Commission is a voluntary organization, that is, a membership is entirely voluntary under the Act, and a budget is submitted every year to our member councils, and although that budget has always been approved by the Commission members themselves without exception, I think in each year we have had unanimous approval of our budget. It must be submitted to the respective councils and be endorsed by them. Now, there have been times when one or other council have felt that they had to dig down too deeply with respect to a particular budget, and there have been searching questions as to the value they received from the membership in the District Planning Commission.

Q Specifically, has Jasper Place ever suggested that it was going to withdraw from the Commission?

A There has never been any formal --

Q Let's say informal then.

A Well, I can't go upon hearsay.

Q Not even when it is put in the Edmonton Journal?

A Well, if you have it, then your question is answered.

Q In connection with the passage of the appropriation in the City of Edmonton council for the District Planning Commission, are you aware of any problems that were discussed at that time or any recommendations that were made? I also have this one, Mr. Gertler, but I would prefer you answer the question.

A Recommendations by whom?

Q By the City of Edmonton Council.

A Yes, there were, I believe there were, I believe there were six points.

Q There were some recommendations made?

A Yes.

Q I wonder if you have those recommendations to file before the Commission?

A No, I haven't got them to file, but I could.

Q Those recommendations, I understand would not be sent to the Edmonton District Planning Commission, they would be sent to the Minister, is that correct?

A Yes, they were sent to the Minister, I believe.

Q Now, you suggested that for effective regional planning --

MR. BLACKSTOCK: Mr. Harries, if you know what those recommendations are, why don't you put them to the witness and he can say yes or no or "I don't know"?

MR. HARRIES: I thought, sir, he might have them and could put them in. I think that we will subsequently file them.

Q MR. HARRIES: You suggested, Mr. Gertler, that for effective regional planning you had to have compulsory

Q (Cont.) membership?

A Yes.

Q Why would that be true?

A Well, it's the same answer I gave Mr. Garside, that if any part which is in the interdependant area is missing, then you haven't got effective regional planning.

Q Isn't it possible, Mr. Gertler, I am aware of the answer you gave Mr. Garside, but isn't it possible that you could have compulsory membership and still have violations?

A Yes.

Q In other words, what I am going to suggest to you is that compulsory membership is really of no consequence if you have effective regional planning, what you require essentially is some method of disciplining the members?

A Well, as you will observe, it is referred to, the problem is referred to here in that it is suggested that certain things now in which the Commission has only advisory functions should be executive. It is true that certain things which are essentially regional in their nature, however, I don't quite agree with you that the question of mandatory membership is irrelevant because of this; planning is a long term proposition and no one expects that all the municipalities in the area will agree on everything, however, if they are around the table for a generation, I think the result will be better than if they are not.

Q In your report on page 1 you speak of the natural

Q (Cont.) evolution of industry. I wonder if you could elaborate that a little bit?

A Well --

Q Specifically in terms of the Edmonton Metropolitan area. What is the natural evolution of industry?

A What I am thinking of is this: that we have seen primary petro-chemical industries established. We know that on the basis of technology at least there are opportunities for secondary chemical industry, and we know that if these things develop, that we will need the butcher, baker type of industry to serve these employees. I am referring to those categories of industry.

Q Well, that's why I was interested in this problem of the natural evolution. You say on the basis of technology at least you would expect secondary industry to be attracted as a result of the production of primary chemicals?

A Yes.

Q But would I be correct in supposing that this simply means that if you have a basic chemical, technically you can use it in further production. Have the Commission or yourself ever examined into the pricing and transportation arrangement with regard to basic chemical production in the Edmonton area?

A Not exhaustibly, no, although I am certainly aware that that is a basic problem.

Q On the basis of the existing circumstances would you go so far as to suggest that there is an opportunity for secondary industry in the area?

A Yes, I think so.

Q To what extent?

A I really couldn't say at the moment.

Q Could you give us an example?

A Well --

Q Not theoretical, practical?

A Yes, it's a complex question and each thing has to be considered in itself.

Q That's right, but when we speak of the natural evolution of industry, presumably you had something concretely in mind?

A Yes, I think we have to provide for any eventuality, that is, if you have primary industry, you must have close to it certain lands available where secondary industry could conveniently locate, in fact, that has been the plea of the municipality which you represent, on many occasions.

Q I am wondering, you haven't done any study to see whether this is just a sort of a risk?

A We have done some study, I have examined the industrial composition of Tulsa, Oklahoma, for example. I thought that was a relevant comparison because there you had an earlier period, petroleum development on the basis of an agricultural economy just as you have in Edmonton, only there the peak was reached by 1929, and so I thought that perhaps we could get some guidance as to what may happen, and you have got there some secondary industry resulting from the basic petro-chemical industry.

Q Very small in comparison, isn't it?

A Well, I don't recall exactly how small it is.

Q You don't remember the proportion?

A I have the figures in the office, but it has been some time.

Q In (c) of page 1 you have a word the established utility systems, I am just wondering when a utility system is established, how you use that word. Will that be apparent from subsequent material that you are going to file?

A Well, I think that with regard to utility systems, the District Planning Commission will have to consult the municipalities concerned because if various municipalities involved in this wish to submit utility information themselves, I feel that they are the people to do it.

Q Well, I am wondering if in your use of the word "established" utility systems, if one can interpret that in two ways, presumably either that you have a nucleus of a system there from the organizational standpoint or physically you have an established system which could be extended. Which way do you mean, that's what I am trying to get at?

A I think there is no doubt as to what I mean here.

Q There is in my mind?

A Well, you have one major utility system in this area, mainly that of the City of Edmonton. You have various extensions of that into Jasper Place, Beverly and into Strathcona. That's what I am referring to.

Q Then you say "Economically served by the established utility systems". What criteria do you use to define the word "economically"?

A Well, that also is a complex question which I intend to deal with more fully in the final brief.

Q If you intend to deal with it in the final brief, I don't want to cover it now, Mr. Gertler. I believe three, might even be four years ago there was a report issued which popularly at least is called the Gertler Report, on the metropolitan school district proposal?

A Yes.

Q I am wondering if that can be filed, sir, as an exhibit before the Commission and if there are copies available of that report?

A Yes.

THE CHAIRMAN: There are copies available, do I understand the witness to say?

A Yes.

THE CHAIRMAN: You will be prepared to file them this afternoon?

A Yes.

Q MR. HARRIES: There is one item on page 4 that I would like to draw to your attention again. Noting some of the problems that have arisen in connection with your experience, I see that you say that substantial tax differentials have impaired industrial development within the high tax industrial zones. Now, I am wondering if you could elaborate that a little bit.

A Well, I am thinking particularly, although not only, but the thing which has impressed me particularly is the situation in the town of Beverly, although they are not the only one in this position, but I have several times been called down to answer angry ratepayers in that industrial zone, some 320 acres or so, who are impatient waiting for industrial development and who wish to subdivide their land for

A (Cont.) residential purposes. They have asked me "Why is this industrial, why can't we subdivide it for housing?". Well, legally it is part of the general plan officially adopted by the Town of Beverly, and that might be the end of it, but I have tried to give them a sensible answer, and if you look at that land, it's adjacent to the main C.N.R. line; it's right across the river from the Canadian Chemical plant; it isn't far from river water. It can be serviced with sewer and water quite economically, and yet there is no industry, and so when I look at that situation I think that one must admit that a basic deterrent to industrial development there is the fact that there are perhaps twenty or twenty-five mills difference between the taxation there and the taxation across the river.

Q Then, I would gather from that statement of yours that where the taxes are the significant item in industrial location?

A Yes, they are.

Q And that it follows, I presume, therefore, that any increase in taxation is likely to have its effect, presumably a deleterious effect on industrial location in an area?

A Well, that has to be qualified. It is a question of really the relative rates of taxation, that is, if an industry within a given area is penalized, them, yes, but if taxes, tax rates are equalized, then I don't think the answer is yes.

Q Well, I want to be very sure I understand what you are saying. Specifically, as I understand it is

Q (Cont.) this, that if there is a difference between Beverly and Edmonton, say, the probability is that Beverly, Beverly is higher, the probability is that Beverly will not get the industry that Edmonton will get, but if you will equalize the two of them, then tax rates wouldn't be a factor in a location.

A That's what I am saying.

Q That, I presume is correct as between two areas that are joined into one, but it presumably wouldn't follow if you are taking, comparing say Red Deer and Lacombe as a site for an industry, given water and the other requirements of industry to those points?

A No.

Q And, I presume similarly it wouldn't apply between, just suppose that we had a metropolitan district here, it wouldn't apply between the metropolitan district that we had here and say a location in Red Deer? Once again --

A What would not apply?

Q Your statement that the tax rates do not have an effect on industrial location?

A The tax is neutralized only where you have a common tax rate over a whole area.

Q Otherwise tax neutralized only where you have the same tax, and if they are not the same, then they do have an effect, and I would presume in some industries a very great effect on industry?

A Yes, of course, all the other locational factors enter into the picture.

MR. HARRIES: Thank you.

MR. CLEMENT CROSS-EXAMINES THE WITNESS:

Q You will have to bear with me, but I haven't had an opportunity of becoming familiar with these matters within your study for some time.

MR. ROBISON: I wonder if the counsel and the witness could speak up, it's difficult to hear up here, we can't hear very well.

Q MR. CLEMENT: First of all, perhaps, Mr. Gertler, could you tell me the area now within the corporate boundaries of Edmonton?

A Well, according to the 50th anniversary publication I think it is 41 square miles.

Q 41 square miles. You speak of a metropolitan area which you define on the first page of this preliminary statement?

A Yes.

Q Preliminary report. Is that metropolitan spoken of in this report the 41 square miles or is it something in addition?

A Well, it's the area which would emerge if it were defined in terms of those three factors.

Q What would that area then be roughly?

A Well, it wouldn't be the 41 square miles.

Q Could you tell me approximately how much more it would be? Would it be the 81 square miles added to it, the figure you mentioned earlier?

A Well, I really wouldn't be prepared to say particularly as the Commission hasn't attempted to define the boundary, but they have referred to the principles on which they feel the boundary should be based.

Q Correct me if I am wrong, Mr. Gertler, I am trying

Q (Cont.) to understand.

A Yes.

Q The views presented by you, and I made a note that the area in acres taken from the outlying municipalities to establish the metropolitan area that you had in mind,would not be in acres, but 81 square miles approximately was the note that I had made. Did I make a mistake in that?

A Well, Mr. Garside asked me what was the area of the Outline General Plan of the metropolitan area and I said it was approximately 81 square miles.

Q Well now, could you tell me exactly what you had in mind when you referred to 81 square miles, is that the acreage within the whole of what you invisage as the metropolitan area?

A The outer limits of the green belt contain --

Q Oh, oh, I see, the 81 square miles is the area encompassed and including the green belt which is a controlling belt, or, rather a definitive belt?

A Yes.

Q Separating, preventing the expansion of the city beyond the limits in which it is economically feasible to develop it, is that right?

A Yes.

Q So that the 81 square miles includes the present 41 square miles?

A Yes.

Q And some green belt area which would not be a metropolitan development at all, that is to say, it wouldn't be used for residential or factory purposes?

A That is true up to a point, sir, because our regulations

A (Cont.) now permit the location of primary industries in a green belt area.

Q I see.

A None of the other urban uses.

Q Industry only, that would be then industry that would require a larger plot of land than would normally be taken up by industry within the city?

A Well, it is defined in a revision of the regulations which I will file with the Commission.

Q Yes.

A Adopted on October 6th, and primary is defined in this manner; "Primary industry shall be understood to be that industry concerned with the processing of raw materials only as distinct from an industry manufacturing finished products for sale to other plants or directly to the consumer."

Q Within that green belt there wouldn't be room for this natural evolution that you have spoken of?

A No, that is within the defined zones.

Q What approximate acreage, or, should I say square miles is there in the green belt which is contained in the metropolitan area?

A Well, I am afraid I would have to calculate that, I'm sorry.

Q Would it be difficult to make a rough calculation?

A Well, I don't know, I feel that it is not good to have figures which are not precise.

Q What I am particularly interested in, Mr. Gertler, is arriving by one process or another of what acreage or number of square miles your metropolitan

Q (Cont.) plan has for the boundaries of the city itself?

A You mean the city or do you mean the urban development?

Q The urban development.

A Yes, I have some figures on the reserve residential land, that is what is zoned, it is in the plan for residences.

Q Yes, well, will this extend beyond the present city limits?

A Yes.

Q Well, that would be an interesting figure. I am afraid perhaps that figure alone might not be of too much assistance. Perhaps I had better leave that with you, if I might, and if you could let me know what additional number of square miles would be included in your urban area according to the plan that you have prepared, within some tolerable limit, I don't mean exactly, just a general idea how much bigger is the urban area going to be than it is now.

A Of course, it is the reserve acreage which will determine the population capacity.

Q Yes.

A Rather than just the general figure of square miles.

Q Well, that's quite true, that's quite true. I suppose the urban area will include Beverly and Jasper Place?

A Yes.

Q So that if you can get the figures as to how much additional acreage there is beyond Edmonton having regard to Beverly and Jasper Place?

A Yes, I have that figure.

Q Have you?

A Yes.

Q Now?

A Yes, I have it as it was in January, 1953.

Q Yes.

A But it has been revised now at the office. Do you want a figure?

Q Yes, thank you, if you wouldn't mind.

A In January, 1953 there were 5,151 acres of reserve residential land in the City of Edmonton.

Q Within the present corporate boundaries?

A Yes, and 1,021 in the town of Jasper Place.

Q Yes?

A 326 in the town of Beverly.

Q Yes?

A And 1,827 in the M.D. of Strathcona.

Q Yes?

A Making a total of 8,325 acres reserve residential land in the Outline General Plan.

Q Then in the general plan what would be the reserve for industry?

A Yes, I have that at the same date.

Q Yes?

MR. McKENZIE: Before you give those, I wonder if you would mind repeating the second and third one?

A Jasper Place?

MR. McKENZIE: Yes.

A 1,021; Beverly 326.

MR. McKENZIE: Giving a total of?

A Eight three two five with the addition of Edmonton and the lands that were zoned in Strathcona.

MR. ROBISON: At January, 1953, did you say?

A Yes, and the figure of industrial land at the same date was this: 9,335 acres zoned.

Q MR. CLEMENT: That would be in Edmonton?

A No, the whole metropolitan area.

Q Zoned for industry?

A Yes; 2,886 used, leaving a reserve of 6,449 or 69% of the total.

Q According to the planning, Mr. Gertler, how many persons would 8,325 acres of urban land accommodate comfortably?

A Well, it depends upon the density of population, and if one figures at a density of twenty-four people to the acre.

Q Is that about the average across Canada for urban population?

A It isn't the average, but you might say it --

Q Ideal?

A Expectation, not ideal, that is, Edmonton is now lower, it's about fifteen.

Q What would you say the average is?

A I will give it to you at the various densities. If you take fifteen to the acre, there could be added at that date, now we will have revised figures.

Q Quite so.

A 124,875 people. Now, at that date the population of the metropolitan area was approximately 185,000, and that means a total population of about 310,000 within the outline general plan on that basis.

Q Then you selected twenty-four to the acre?

A Twenty-four is an outer limit.

Q It's the outer limit?

A Yes.

Q What would that yield?

A That would yield 199,800.

Q Just as a matter of interest is there room to back-fill, you might say, Edmonton up to twenty-four to the acre?

A Twenty-four to the acre is about six families.

Q And an acre is what, half a block or something of that sort?

A Well, an acre is 43,560 square feet.

Q You are away ahead of me, Mr. Gertler, I was trying to keep it simple.

A That's really a question which needs considerable examination.

Q A matter of translating that onto a plan?

A Yes.

Q I take it from this preliminary report and from what you have said that the Commission is not in any way concerned under the terms of its operation with the financing of any particular development or scheme.

A They are concerned with the effective metropolitan regional plan.

Q But not particularly as to how the incidence of taxation will affect --

A Only as it affects planning.

Q Only as it affects planning?

A Yes, that's in a secondary sense.

Q Not a primary concern?

A No.

Q If a plan is developed which seems to be a suitable one for an area, then the manner of putting it into affect will have to be determined by the financial resources available and all that sort of thing?

A Yes.

Q And that's about the approach made here?

A Yes.

Q Now, you discussed with Mr. Harries the question of transfer of industry into more favorable taxing areas. You limited that to an area that was all under the same control, that had the same tax rate, same basis of assessment and so on, given the same basis of assessment and the same mill rate in a given area the importance of taxes in location within that area vanished, that's correct?

A Yes.

Q But if you were going to make the tax factor of no consequence to industry within Alberta, that is, the location of industry within Alberta, then you would have to have uniform municipal assessment and uniform tax rates throughout the province, wouldn't you?

A No, no.

Q In order to eliminate tax?

A No, I don't think that would be entirely the case, no because of this, I think that that would be true, your statement would be true if the conditions for the other locational factors were also equal throughout the Province.

Q I merely put it on this ground, that to eliminate that entirely as a factor in location of industry

Q (Cont.) within Alberta, eliminate that as a factor, tax differential as a factor, you would have to have the same assessment and same tax rate?

A I think that such thing as proximity to supply of natural gas to be used as a raw material might be decisive and override taxes altogether.

Q Then we get off to balancing of factors?

A Yes.

MR. BRYAN: May I ask Mr. Gertler one or two questions?

THE CHAIRMAN: Yes.

MR. BRYAN CROSS-EXAMINES THE WITNESS:

Q I am interested in the method of procedure in the Edmonton District Planning Commission. You have a number of experts attached to the Commission including yourself?

A We have a technical staff.

Q You have a technical staff, and they have drawn up plans for the development of the Edmonton area?

A Yes.

Q Which has culminated in the plan which you now have before you?

A That is one aspect of our work, yes.

Q These plans are then submitted to the Commission which is composed of representatives from the different municipalities, that is correct?

A Yes.

Q And the final plan is not necessarily the one worked out by the experts?

A No.

Q But the one that is approved by the group on that Board considering their varying interests?

A That's right, that's absolutely correct.

Q Have there been occasions, Mr. Gertler, where something recommended say by the Board of experts has been rejected by the Commission?

A Oh, yes, there have been.

Q And you told us of two cases where members have withdrawn apparently by reason of some argument?

A Yes.

Q The whole point that I want to clarify in my own mind is that this report is not necessarily a report or a proposal of a group of experts?

A No.

Q But such part of that proposal as was able to pass the Commission considering the different interests?

A That is absolutely correct.

MR. GARSIDE: I wonder if I could ask Mr. Gertler.

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr. Gertler, I don't think that you mentioned your official capacity, did you?

A No, I haven't.

Q Would you mind telling me what your official capacity is?

A Director of the District Planning Commission.

Q And would you tell me also your academic qualifications or professional qualifications?

A Yes, M.A. in economics and postgraduate studies in planning.

Q Are you an architect?

A Economist.

Q Would you care to say as a town planner, as an expert

Q (Cont.) town planner and divorced entirely from your position with relation to this Commission whether or not it would be better for the metropolitan area to be under one council as I suggested to you before, your own personal opinion as a town planner, with respect to the ease of carrying out the plans, and particularly in this case where the major financial and utility reserves are in the City of Edmonton.

A Well, sir, I am afraid that I must say again that I am here to represent the District Planning Commission and I don't think that it would be in order for me to present my personal opinions on that question.

Q Very well, I won't press you on that. Mr. Moffat would like to ask a few questions. Do you mind, sir?

THE CHAIRMAN: No.

MR. MOFFAT CROSS-EXAMINES THE WITNESS:

Q There were two questions arising out of some of the discussions that have just gone by that I think might be worth following up briefly. I believe you have probably seen the record of the discussions in Calgary?

A No, I haven't.

Q There was a discussion there in connection with the industrial development on the south side of Calgary, and the statement was made by the witness Mr. Davis to this effect:

"If we are to have any development of the industrial sites at all, our first prerequisite is, are there ample supplies of water, and

Q (Cont.) "secondly we must have a source of water which is relatively free of pollution and the means of getting rid of this same water so that it will provide a minimum of contamination having regard to public use further downstream. This situation exists in two places in Alberta in major centres. It exists in Strathcona and it exists south of Calgary. It is not by any accident that some of the finest executives and some of the highest paid corporation men on the American continent have bunched their very heavy expenses in a very limited area in the Strathcona district."

Now, to go back to the beginning of that, do you agree that for a major industrial development one of the primary requirements is this question of water and that its effect on the water supply and on the contamination from the discharges from the plant requires that they be located downstream from the residential areas which house the employees for working in the plant.

A Yes, I would say that is true for heavy petrochemical industry particularly.

Q Or for any other type of heavy industry?

A Well, only those which use water in process.

Q Such an outfit as a cement company, for example?

A If it does use water in processing, yes.

Q And would you agree that the probable future of this area then is likely to be industrial development downstream; residential development

Q (Cont.) expanding upstream from the plant and upstream from the city?

A Well, I would say this, that there are definite disadvantages to residential development downstream both from the viewpoint of water supply and airborne nuisances.

Q So it applies both downstream and down the prevailing wind?

A Yes.

Q And the prevailing wind in this area?

A Well, the prevailing wind is not north-west, I believe it's actually from the south, however, north-west is one of the major winds, and I believe it has the greatest velocity.

Q Switching over to one other question, you quoted to Mr. Clement the available acreages for residential areas. You quoted as of January, 1953 slightly over five thousand acres in the City of Edmonton?

A Yes.

Q Do you know offhand how much of that is already occupied in the two years since those figures?

A We will know next week.

Q Offhand, roughly what would it be, would it be a quarter of that already occupied in two years?

A I would say easily a quarter.

Q Probably more than that, so that the total available might last another four or five years maybe?

A Yes, I think it might.

Q And are you familiar with the location of that land, what part of the city is it in?

A Yes, I am familiar with it. It's in the north-west

A (Cont.) between what used to be the railhead area, 142nd Street up to about 125th Avenue.

Q Is that an area that would be desirable from the point of view of sewer and water development or is it an extreme distance from --

A I believe it's within the range of the city system.

Q But at the outside limit or --

A Yes, so I understand.

Q And the other areas?

A And the other areas, there is an area north of the C.N.R. tracks extending for about half a mile north of the Calder yards.

Q Is that an area where you would expect to have first class residential development?

A Well, there are problems there because it is very much fragmented with small holdings and other residential establishments.

Q Probably not too suitable for the modern type of construction?

A It's difficult to assemble a clean piece of land there.

Q What about some of the other areas?

A Well, the other areas are in the south-east primarily.

Q What acreage is there roughly, do you know?

A Well, yes, I do, if you hold on for a minute.

Q Yes?

A There was about 900 acres at that time.

Q Do you know roughly what acreage in there is now being built up in this year's program?

A No, I am afraid I don't, we will have the figures soon.

Q Would you think it would be roughly that much in one year's program in that area?

A No, one year's program would be approximately a neighborhood, I think, which is 200 acres.

Q It would be maybe two or three years down in that area?

A Yes.

MR. MOFFAT: Thank you very much.

MR. McKENZIE: There are a few matters I would like to clarify about the organization of the Edmonton District Planning Commission.

MR. McKENZIE CROSS-EXAMINES THE WITNESS:

Q Mr. Gertler, I think you have already made it clear that the membership is voluntary. Now, getting to the recommendations of the Commission, supposing the membership of the Commission unanimously or by a large majority recommends a certain plan. What is the effect of the recommendation of the member municipalities?

A Well, I would like to distinguish the two aspects of planning with which we deal, and that is land use and subdivision. With regard to land use the Commission's authority is entirely advisory, and if they recommend a plan such as the outline general plan of the metropolitan area, it has legal effect only if implemented by the constituent municipalities as it has in fact been implemented in the metropolitan area, but the recommendation of the Commission in itself is not binding.

With regard to subdivision, the Commission exercises a delegated Provincial authority which

A (Cont.) assigns to the Commission authority to approve or disapprove subdivisions, and that is final with the exception of an appeal of the applicant to the Minister or to the Regional Planning Advisory Board.

Q Let's take a specific illustration just to see if I understand what you mean.

A Yes.

Q Suppose an industry desired to locate in Jasper Place and suppose Jasper Place desired that industry to locate there, and suppose the location of industry in that particular area was contrary to the recommendations of the Planning Commission; suppose it is one of those primary industries which in your opinion should apparently be by the river downstream.

A Yes.

Q Would Jasper Place have the right to say it will establish here and the industry have the right to go there notwithstanding the recommendation of your Commission?

A Well, I think to be frank with you that is one of the questions which has never had a clear cut answer because Jasper Place undoubtedly has full authority to zone as it pleases. The Commission, however, is a proving authority for subdivision and whereas Jasper Place may zone industrially, the Commission might turn down the subdivision if it doesn't comply with subdivision regulations which set down certain requirements for any subdivision, and I think only on those grounds could it take an opposite stand from the municipality.

[illegible] ing to the Commission authority to [illegible] N dis[illegible] ations, and the [illegible] h the exception of an appeal of the application [illegible] Minister or to the Regional Planning Advi[illegible]

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Q On what sort of grounds could you decline to accept a plan of subdivision?

A Well, the regulations set out certain conditions. They are things such as the suitability of the land; the drainage, subdivision is required to be consistent with the general plan of the municipality. Most of the conditions established are physical, that is, related to the character of the land, with the additional one being that the subdivision should not conflict with the general plan of the municipality in which it occurs or near which it occurs.

Q So that in effect the District Planning Commission does have power over planning, shall we say, in municipalities whether or not they are members of that Commission?

A Well, no, the District Planning Commission is a proving authority for subdivision only within the limits of the Commission, and when a member withdraws, then the limits are changed.

Q Yes, so that if Jasper Place wanted an industry and thought it was worth withdrawing in order to get it, they could get it?

A Yes.

Q One of the things that you said was, this is contained in part 4 of your brief, Mr. Gertler, where you are dealing with the relationship between orderly metropolitan development and regional planning, and the reason for regional planning is outlined there, is to prevent the recurrence of substandard, fringe development; to prevent the disorderly

Q (Cont.) extension of urban uses along major highway arteries and other items of that nature. Would it be fair to say that these problems would be much more acute from the regional planning aspect if the city at the hub were more or less full and spilling over its boundaries?

A Yes, I think it would.

Q In other words, Mr. Garside's point that if the city had a large area under its direct control, it would be free to plan within its limits much more effectively than it can now plan beyond its limits?

A Yes, that would be so.

Q You referred two or three times to an optimum area for the city. I wasn't too clear what that meant. I wonder if you could enlarge on that just a little bit for me?

A Well, the area in a strictly technical sense is the area defined by the green belt, that is the optimum area. It is based upon the service limits of the city utility system, but I think that the concept in itself implies much more than that. It is one of the things that we wanted to go into in our secondary brief. It actually is an element in decentralized concept of growth. That is, obviously if one took the view that all the growth potential of this region could be accommodated by accrescence to the present built up area, if one took that view, you wouldn't be concerned with the problem of defining an optimum area, but the plan, the regional plan is based upon the premise that the best distribution of population from an economic and a living condition

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A (Cont.) point of view is a decentralized one, and having accepted that general approach, it is necessary to define an optimum for the metropolitan area which you try and maintain by both negative and positive means, by green belt; by highway control and positively by the encouragement of outlying development and suitable locations.

Q So that you invision a point where Edmonton as such would reach an optimum capacity and at or before that point there would be other satellite urban developments?

A Well, I would say that if there are not other satellite urban developments, the optimum would not be maintained.

Q Going back for a moment to the organization of the District Planning Commission.

A Yes.

Q Budget-wise where does your fund come from?

A Well, the Act lays down no particular law, rule except that it should be divided between the Government and municipalities.

Q In what proportions?

A Well, the regulations themselves --

Q Oh, I see.

A -- set down 50% contributed by Province; 25% by the City of Edmonton and the remainder by the other municipalities.

Q And the Commission having determined its budget, does it requisition on its members or what is the method of obtaining the funds?

A The budget is drawn up quite early in the fiscal year, the fiscal year ends March 31st, and an

A (Cont.) opportunity is given the member councils to examine the budget and pronounce their views on it. It is not a requisition, that is, it's not binding.

Q Jumping to another thing that was mentioned, I believe, by Mr. Harries and Mr. Clement, you indicated that taxation would have a bearing on the location of industries, and you used as your illustration the fact that most of the industry is now in Strathcona rather than in Beverly where there is equally desirable land, partly by reason of the tax differential between Strathcona and Beverly. Could you tell me what the relationship of city taxes is to Strathcona taxation at the present time, would it be higher or lower?

A Oh, it's higher, an exact figure I haven't got, but I think it is in the range of twenty to twenty-five mills.

Q Now, assume the city proposal for enlargement of the civic boundaries to include a portion of Strathcona did go into effect, would there be a possibility in the case of industries where taxation was an important factor in location, that new industries might still locate outside those enlarged boundaries and further downstream?

A Under what conditions would they locate, did you say?

Q Well, if the Edmonton boundaries were enlarged.

A Yes.

Q To encompass a portion of Strathcona which is now industrialized?

A Yes.

(Cont.) [illegible] portunity is given the member [illegible]
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[illegible] of Strathcona which is now

Q As suggested in the city's brief, and if taxation were a major factor in location of that industry as it appears to have been in the case of some of those, might not new industries locate further downstream and outside the enlarged boundaries?

A I guess that could not be ruled out. The only means of avoiding that would be a land use control over that area.

Q Which is really not effectively possible with the present regional planning system apart from moral force?

A No, I think that's true.

Q There is no question in your mind that the district or regional planning will still be necessary even if the city is extended by say 81 square miles from its present 41, I assume, because you say your area now covers what, four thousand?

A Yes.

Q Has your Commission any recommendations which it could give us as an indication of how your regional planning could be made more effective?

A Well, I think it is partly suggested in the brief here, and we hope to elaborate on these points.

Q You gave us a breakdown in answers to some earlier questions as to reserve residential lands and reserve industrial lands. In the case of residential, you had it broken down as between four municipalities; in the case of the industrial you gave us the totals only. Could you give us the breakdown on the reserve industrial as between Edmonton, Jasper Place, Beverly and Strathcona?

A I could, but, actually I have the industrial breakdown in terms of four sectors. I think I could isolate it for you if you like?

Q Perhaps we could have the four sectors first, which, I presume fits in with your present metropolitan plan?

A Yes.

Q And then the breakdown?

A Well, in the north-east there is 1,065 acres zoned. The limit is 97th Street, that is, all the industrial zone east of 97th Street north of the river.

Q Yes.

A The north-west, the other side is 1,989.

Q Is that west of 97th Street?

A Yes. South-west, and the dividing line on the south side is the C.P.R. track. On the western side of that 256 acres, and the south-east is at the last count, April 1st, 1953, certain additions were made, 6,025.

Q Now, I don't know what you had in mind for the breakdown, but perhaps it might be easier to take it by your sections north-east and north-west and tell us how much is in and how much is out.

A I have that, I think. In the north-east 758 is in the city and 307 in Beverly.

Q Yes?

A In the north-west 1,061 in the city and 928 in Jasper Place, and in the municipal districts of Stony Plain and Morinville. In the south-west it is all within the city; in the south-east it is, there are 408 acres in the city and 5,617, now, that

would, but, actually I have the homestead Wrede-
wan in terms of four sections. I but can
isolate it for you if you like?

Perhaps we could have the four sections which
I have filed in with your present map of
plan?

A Yes.

Q And then the breakdown?

A Well, in the north-east there
The limit is 27th Street, then we have the industrial
zone east of 27th Street north of the river.

Yes.

The northwest, the other side is L.99?

Is that west of 27th Street?

Yes. Southwest, and the dividing line
side is the C.P.R. track. On the west
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5,095.

Q Now, I don't know what you had
breakdown, but perhaps it might
by your sections north-east and north-west
as how much is in and how much
I have that, I think. In the north-east 75%
and 30% in Beverly.

A (Cont.) is changed since that time, this is only at April '53.

Q Yes?

A Certain lands have been added to the city since then.

Q So that would have had the effect of transferring some portion of that 5,000 into the city?

A Yes.

Q Have you any idea what that proportion would be?

A Well, it's approximately a quarter section.

Q It was really not a significant addition so far as the industrial site available?

A Well, it is quite a big piece of land.

Q One last question. In the discussions relating to density what would the total population of the city be possible to be on the basis of 24 to the acre? You gave us the increment but not the total.

A 384,000, about 385,000.

MR. McKENZIE: That's all, thank you.

MR. CLEMENT: I wonder if I might clear up one short point about this optimum area?

MR. CLEMENT RECROSS-EXAMINES THE WITNESS:

Q Mr. Gertler, I am now not too clear as to what the optimum area is, is that something which you arbitrarily select?

A No, it is based primarily upon the limits of the service areas.

Q That is sewer and water and so on?

A Yes.

Q It must go beyond the present limits of these utilities?

A Yes, it isn't the present limits, but their capacities.

Q I see, the capacity of the present system defines the area that you had in mind?

A That is the original basis of the --

Q So that when you start planning, you go to a town or a city and you start planning for the development of that city, you take its existing facilities and from that develop an optimum area, and that limits the size of the city for the future?

A Well, not entirely. If you look at our brief you will see that we feel there are three things that have to be reconciled; these are the service limits; the industrial needs and what we call the municipal viewpoint, that is, the general character of life in the community.

Q When was the first general outline prepared?

A In 1951.

Q How big was it then, is it the same size as the present plan?

A The outer limits were approximately the same, that is of the general plan, although there have been some very significant changes in the zones.

Q Well, Mr. Gertler, but the area within the green belt, has that been enlarged?

A Only by those recent extensions along the St. Albert Trail and eastwards at the time.

Q Eastwards, which one eastwards?

A Well, at the time, the municipal district of Strathcona was still a member of our Commission and the green belt was extended to the limits of the proposed Campbelltown site.

Q Well, I am talking about the area within the green belt,

the capacity of the present system defines area that you had in mind?

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that when you start planning, you go or a city and you start planning for the development of that city, you take its existing facilities from that develop an optimum area, and that limits the size of the city for the future?

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Eastwards, which one eastwards?

[illegible] the time, the municipal district of Strathcona [illegible] member of our Commission and the green [illegible] to the limits of the proposed [illegible]

Q (Cont.) that is the urban area which is limited by the green belt in its expansion?

A That area itself has not changed.

Q It hasn't changed?

A No, except that the industrial zones have been considerably enlarged.

Q That always took in this piece of the Municipal District of Strathcona on which industry is developed?

A Yes.

MR. ROBISON QUESTIONS THE WITNESS:

Q Mr. Gertler, would you care to comment on the following statement which appeared in a brief from a municipality in Calgary, something as follows: the brief argues that when a density of four per acre is reached, annexation is a solution?

A Well, I feel that is a formula, and as all formulas, it has to be examined. I wouldn't accept that in itself.

Q Just a formula?

A Yes.

MR. ROBISON: Thank you.

THE CHAIRMAN: The time for adjournment has arrived. I would be glad if you would return at two, Mr. Gertler, in case there may be other questions. It would appear that the cross-examination is nearly complete, but if you will return then, we will see that it is properly taken care of.

A Thank you.

(The witness retires.)

THE CHAIRMAN: We will now adjourn until two p.m.

(At this point the Commission stood adjourned until 2:00 p.m. same date.)

Discussion re exhibits.

PROCEEDINGS AT 2:00 P.M.

THE CHAIRMAN: Mr. McKenzie, you raised the question just at adjournment about the numbering of exhibits. Have you any suggestions to make to me at this time?

MR. McKENZIE: Yes, sir. I feel that if we attempt to give a letter to the exhibits presented by each separate party, that we are going to get an unnecessarily cumbersome system of numbering exhibits, so I would suggest, sir, that all exhibits presented at the Edmonton sittings irrespective of by what party should be prefixed with the letter "E", and in Calgary by the letter "C", and otherwise make no attempt to differentiate by letter.

THE CHAIRMAN: Number them straight ahead?

MR. McKENZIE: Numbering them straight ahead in consecutive sequence.

THE CHAIRMAN: Yes,thank you very much.

MR. McKENZIE: That will necessitate going back into the record, I think, to the document presented by Mr. Harry Lash and it would then become --

MR. BLACKSTOCK: 16.

MR. McKENZIE: We have two since then.

THE CHAIRMAN: Yes, there could be no objection to numbering it 18?

MR. McKENZIE: 18E, I would suggest.

THE CHAIRMAN: 18E, in the meantime 18E will be the number of the exhibit which was presented, the memorandum presented by Mr. Lash this morning, and then the others will follow as we receive them.

MR. ROBISON: Could we have 16, 17 and 18 in that order, sir?

MEMORANDUM PRODUCED BY MR. LASH IS ENTERED AND MARKED EXHIBIT 18E.

THANK: I, McKenzie, you raised the suggestion
of adjournment about the number of exhibits
have. Any suggestions to make to me or shall I
MR. McKENZIE: Yes, sir. I feel that if we attempt
give a letter to the exhibits presented by each
separate party, that we are going to get as many
numbers some system of numbering each
suggest, sir, that all exhibits presented at the
discussion clashing irrespective of by whom they
should be prefixed with the letter "M", and in
by the letter "O", and otherwise make no attempt
to differentiate by letts
HALDMAN: Number them straight ahead
M. McKENZIE: Numbering them straight ahead is
quite
THE CHAIRMAN: Yes, thank you very
M. McKENZIE: That will necessitate using
record, I think, to the document
entry book and it would then
B. BLACKSTOCK: Is
: We have two above them
: Yes, there could be no objection
Is?
MR. McKENZIE: I would say
M: Mr. McKenzie mentioned the 18th, will be the number
in which was presented the
book this morning, then the
we are receiving then

MR. McKENZIE: 16 is population statistics; 17 is some aspects of municipal finance; 18 is control of development adjacent to highways, I believe that was the title, sir.

MR. ROBISON: I have those just the other way around, the last two.

THE CHAIRMAN: We thought there would be no reason for changing the 16 and 17, and that the control memorandum of Mr. Lash should be Number 18E. Is there any objection to that? I don't think there is any advantage in changing the others. It seems to me it would be less confusing if we left them as they are and made the Lash memorandum 18E.

Now, we are ready to go on with the examination of Mr. Gertler in the matter of the brief that he presented this morning.

LEONARD GERTLER, recalled on his former oath, testified as follows:

MR. GARSIDE: One more question I would like to ask?

THE CHAIRMAN: Yes.

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr. Gertler, under paragraph 2(b) of your brief --

THE CHAIRMAN: I apologize, Mr. Gertler, for not telling you this morning that you might sit. It was really too bad that you should have to stand all morning, so you may be seated if it is agreeable to you.

A That's all right.

Q MR. GARSIDE: This says:

" the maintenance within the metropolitan limits of a balance between the major land uses therein,

Q (Cont.) "so that approximately the right amount of residential land will be provided to accommodate the ultimate housing demand arising from the full development of the industrial zones and so on,"

I wonder if you would tell me what you mean by that, what proportions, for instance, of business as compared to residential do you imply?

A I don't mean any particular formula of land uses in the general plan area, but I do mean simply that the industrial employees and their families which are implied in the industrial zones should be accommodated by the residential land that is zoned, that is, that there should be an approximate balance between the two things.

Q And could you tell us how you determined that?

A Yes, if you would like me to. I have got some analysis here which underlies the present general plan. It's a little bit involved.

Q I would like to hear it please.

A Well, first of all, this morning you remember that I gave the figures on the existing land that is zoned in the city.

Q Yes.

A Now, also we have that land divided into four sectors.

Now, the first problem then is to find out what population that would generate if it were fully developed, and we have done that by working from a typical worker-to-land density for each of the industrial zones. For example, taking the

A (Cont.) area to the north-east. Now, one of the predominate industries there is meat packing. Now, in our industrial survey of the metropolitan area it was carried out jointly with the Planning Department of the City of Edmonton. We were able to determine what is the characteristic worker-to-land density for that industry, and it is in that case twenty per industrial acre, that is, every acre of industrial land for that kind of purpose employs twenty men, and then to get this in terms of population, we reduced that to a family unit, and that is also from the industrial survey returns. That is in that industry 62% of the employees are male heads of households, and so we reduced the worker-to-land density to a household-to-industrial land density, and we applied the appropriate ones right through the industrial zones, getting the population equivalent and it comes down to this, that the existing industrial zones altogether generate a population of, I should say that the land, the reserved industrial land because the rest has been accommodated already, but the reserve industrial land implied in that is a population of about 141,000 people.

Now, if we saw for example that there was a -- yes, the difference between what the residential land could absorb and this figure of population implied in the industrial zone represents the surplus capacity of the residential zones over and above what is required for industrial employees, and in land terms, that is, if you assume that the land will be developed at 24 to the acre, in land

A (Cont.) terms it means that there is a surplus of 2,443 acres to accommodate the non-industrial employees and their families.

Then the question resolves itself into determining what the non-industrial employment will be when the industrial zone is fully occupied, and, there we have taken the ratio from the 1951 census of industrial to non-industrial employees, which is roughly forty to sixty, and so having on the one hand the industrial employees implied in the zone, we can on the other hand get by virtue of that ratio the non-industrial employees implied when the plant is full, and we can again convert it to land terms by dividing the density of 24 into that figure, which gives us a demand for land of 4,306 acres. Now, the difference between the two is the present net deficiency of residential land in the outline general plan, and it is approximately 1863 acres, so that the balance now is an approximate balance.

Q Thank you very much. There was just at the Calgary Hearing someone mentioned that the ideal relationship from the taxation point of view was 63% industrial land, I think, commercial business, and the balance residential, and that would take care of the schools and other expenses for which the taxes on residences would not be sufficient to meet. Has that formula that you have there any relationship to the other?

A No, it isn't because I don't think that the other thing from a zoning point of view is a governing factor.

MR. GARSIDE: That's fine, thank you very much.

MR. HARRIES: Sir, I have one or two questions, and one of them is remarkedly like the one Mr. Garside just asked.

MR. HARRIES CROSS-EXAMINES THE WITNESS:

Q This problem of worker-to-land density, I am wondering if you can give the Commission an indication of the extremes there, you mentioned that the packing house industry, you have 20 men per industrial acre?

A Yes.

Q Do you have the extremes?

A Yes, I do. In our type of chemical industry, for example, it works out to .7 per acre; machine shop is 21 per acre; oil field development such as, you know, the exploration and drilling outfit, 21 per acre; refinery again .7 to the acre; brewery such as Sicks' Brewery 12.2 per acre. Those are some of the --

Q Then, as I understand this relationship that you have drawn up in the matter of land use, you must make certain assumptions about the kind of industry that you are going to get?

A Yes, assumptions are made.

Q Maybe I wasn't paying close enough attention, I didn't understand that you had explicitly stated the assumptions as to the type of industry that you would get?

A I didn't state them, but assumptions are made that in the various sectors it appears that one thing will go rather than another from the present tendencies.

Q Otherwise then I would be correct in this assumption,

Mr. I have one or two questions. I
remarkably like the one [illegible] that

- MAKING THE MINERAL:

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acre; refinery again .7 to the acre; breweries
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some of the --

Then, as I understand this relational
have drawn up in the matter [illegible]
make certain assumptions as [illegible] the kind of
that you are going to get?

Yes, [illegible]

[illegible]

Insofar as the type [illegible]
etc.

[illegible] but presumptions are made that
[illegible] is an [illegible] that being wi
[illegible] from the present tendencies.
[illegible] in this assumption,

Q (Cont.) would I, that if for example you foresaw an increase in the chemical industry which didn't in fact come, and in its place there came an increase in say machine shops or something like that, your production optimum would be incorrect to the extent that there is that conflict?

A Yes.

Q And, in fact, I think you might agree with this, that in fact to the extent that your assumptions about the type of industry that are going, that will locate in Edmonton, to the extent that those assumptions are not backed up by the facts of future development?

A Yes.

Q Your whole relationship between industry and urban land requirements, and following on that, commercial requirements,would be quite incorrect?

A That's quite true. Would you like to know the assumptions that were made in the various sectors?

Q Not at the moment, I think that that would be a very useful piece of information later on. What I was going to ask you was this, this survey upon which your relationships are based and the map of land use that has been drawn up was effective at what date, done at what particular date?

A Well, this balance, the last analysis was in January, 1953.

Q January of 1953. Has there been enough time elapsed for you to check the actual results?

A Well, we are checking it at this moment.

Q On a year basis?

A Yes.

Q Then presumably we can get some indication of how good your judgment is on these matters?

A Yes.

Q As at this point?

A That's right.

Q A year and a half has elapsed?

A Yes.

Q There was another question that concerns me, and that was, have you had occasion to work out the relationships between capital investment and employment in the various industries?

A No, we haven't, I'm sorry.

Q Do you have in the Commission files, for example, any information relative to that matter from some other place?

A Well, I believe we have got information.

Q Would it be a great deal of work to dig it out? I tell you why, following on our discussion this morning about the impact of taxation, it seemed to me that it would be useful for the Commission to have any comparison such as that, the relationship between capital investment and employment, and a further relationship, the relationship between the product, overtime and capital investment and the relationship between capital investment and current expenditure per unit overtime, that is, if you have a capital investment of a thousand dollars and an output of ten thousand, the impact of taxation on a thousand is considerably less than if you have the balance of a thousand to a thousand, that would be correct?

A Yes.

Q On these latter two matters would you have any information?

A Well, no, we have got, I think we have some data on the relationship of capital investment to employment.

Q Well, if it would be possible without a great deal of work to make those available, it might be useful?

A Possibly we can append it to our final brief or something like that.

MR. HARRIES: Thank you.

MR. BRYAN CROSS-EXAMINES THE WITNESS:

Q Mr. Gertler, this morning you gave us some figures with regard to the potential industrial areas in different parts of the city that were still open for industrial development. Those figures were arrived at by the consideration only of the area inside the green belt, is that correct?

A That's correct.

Q The green belt, does it in any place cut into the boundaries of the City of Edmonton or is it outside the City of Edmonton?

A No, it does cut in, it cuts in a bit on the north and in the south-west.

Q And on the south-west?

A Yes.

Q Now, it cuts in rather badly into the town of Jasper Place along the west boundary, doesn't it?

A It cuts in.

Q Yes, a lot of that area there would be suitable for industrial expansion?

A Well, I'm not certain of that, I haven't -- examined that.

Q The point that I am trying to make, Mr. Gertler, is when you give the figure for Jasper Place as being 928 acres, that is really not a fair figure if you were to consider the situation apart from the green belt?

A Why do you say that?

Q The green belt does cut off part which could be used for industrial expansion?

A Well, the point is this, the figure that I gave for Jasper Place included land in some of the municipal districts north.

Q Yes?

A Jasper Place has about 650 acres of industrial land of which perhaps 50 are developed, so that because of that situation, as a Planning Commission we haven't felt pressed to examine the need for more industrial land.

Q I can see your point, but the point that I am making is that when you gave us that figure, you were giving merely the area which you were leaving inside the green belt. Apart from the green belt there would be a considerably greater area which could be used for industrial expansion, for example on the west side of Jasper Place?

A That's not quite the situation. What I am referring to is the official plan of the town of Jasper Place, and in that official plan they have adopted certain industrial zones, and I was referring to the industrial zones and that's all.

Q You are going on the question of the zoning, not the land which could --

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[illegible] of the zoning, [illegible]

A Certainly, zoning.

Q -- in future be zoned --

A No.

Q -- if there was no green belt?

A No, I'm not.

Q Now then, you told me this morning when I was asking you about the system which was used in preparing these recommendations, and I think you also told me that your Commission has the power to draw up the general scheme, the green belt and all that, but the zoning of the individual units is in the hands of The Interim Development Board in each particular unit?

A That's right.

Q Under the set-up as they have it at the present, the town of Jasper Place for example would be entitled to zone the area to the north for commercial and other ones for housing, whichever way they felt proper, in order to balance up the economy in that area?

A The only proviso is that they have agreed to submit major changes for recommendation to the District Planning Commission, and in their interim development by-law it is required that where an application is made for a major development, that it be referred to the District Planning Commission for a recommendation, but in either case the recommendation is not binding.

Q But, in any event, as you mentioned, if they don't agree, they could pull out of the Commission and set their zoning as they desired?

A Well, yes, if they were willing to take the consequences

-- in future be zoned --

No.

-- if there was no green belt

A. No, I'm not.

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A (Cont.) of that, yes.

Q Now, another point, Mr. Gertler, the value of property is influenced very greatly by the classifications given under zoning, that's right?

A Certainly.

Q In your recommendations, as I understand it, if there was to be one metropolitan area, there would be one zoning Board, whatever you want to call it, or one planning Board for the whole area?

A In what would that be implied?

Q I said, as I understand some of the recommendations you have here, that if there is to be one metropolitan area, then there would be one Board for the planning within that area?

A Well, what we say here is that there should be one Board no matter what happens to boundaries, that is, if they remain the same or not, there should be one Board for the defined metropolitan aspects of planning, not the local, and another one for the defined regional aspects, not the metropolitan.

Q But you do envisage one Board, for instance, which would control the zoning of the whole area?

A The broad zoning of whatever happens to be accepted as the metropolitan area.

Q Well then, under that plan, for example, it would be possible for that Board to zone north Jasper Place, we will say, as housing?

A They would zone, not necessarily as housing.

Q Well, as anything they wanted to?

A As they felt was the proper and scientific thing to do.

Q It might result in a very serious loss or it might result in a gain to the people who happened to own property in the area?

A I guess so.

Q It would affect the value of the property there?

A Yes, I guess it would.

Q If there was this set-up which you envisage there, the difference would be that instead of as under the present set-up, the local Interim Development Board in Jasper Place controls the zoning, there would be one Board for the metropolitan area which would control the zoning in the whole metropolitan area?

A That is the proposal of the brief, yes.

Q And that Board might, as you have said, materially affect the value of property within any one of the individual units, perhaps in the good of the whole, I'm not excluding that?

A Yes.

Q It might very materially affect the value of property within an individual unit?

A Yes, it probably would improve it.

MR. BRYAN: Thank you.

MR. ROBISON QUESTIONS THE WITNESS:

Q Would it be true, Mr. Gretler, that the fact that an area come under a metropolitan plan also affect the value of the land?

A Well --

Q Supposing that the metropolitan plan was recommended, wouldn't that have a very definite bearing on the value of property, entirely apart from the zone, couldn't it have?

A Well, yes, I don't know if you are referring to such things that in The National Housing Act the Federal Government would not underwrite mortgages in places where there are no plans.

Q Sewer and water?

A Yes.

Q Regulations?

A If you are referring to that kind of thing, it would generally lift the values of land.

MR. ROBISON: All right, thank you.

MR. McKENZIE CROSS-EXAMINES THE WITNESS:

Q Perhaps you are not in a position to answer this question now, but if you know, it might be advisable for us to have the information at the present time. Earlier on you mentioned that taxation was a factor which influenced the location of industry upon occasion. Are there any special tax concessions or tax agreements or assurances to industry at the present time that taxes will remain constant for a period within the area that you are concerned with?

A Well, I have never heard of any. I really feel that the municipality concerned could provide the information if any exist.

Q Yes. In Mr. Harries' questioning you indicated that you had made certain assumptions as to probable industrial development, although he didn't appear to want them at the time, if you have them convenient I think it might be of some help to us if we knew what they were.

A These were assumptions for the purpose of deciding what worker-to-land density to apply to various

Q. Yes. Do you know if you are referring to things that in the National Housing Act the Federal Government would not underwrite mortgages in areas where there are no plans.

Q. Or sewer and water?

A. Yes.

Q. Regulations?

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A (Cont.) sectors. In the north-east we assumed as typical density the meat packing industry and the creosoting type. In the north-west --

MR. HARRIES: What is the creosoting type?

A It's the creosote plant.

MR. HARRIES: Yes, but would you give us the actual density?

A The actual density, 1.5.

Q MR. McKENZIE: The meat packing was 20, was it?

A 20, yes. Now, for the north-west our estimate was on the basis of the brewery; in the south-east, pardon me, I have left out south-west, it was oil field development, that's the 104th Avenue line. In the south-east it was weighted by four types; refinery, chemical, oil field development and machine shop.

MR. HARRIES: Is that an arithmetic weighting?

A Yes, actually it was based upon the present relationship of the different types. That is, how they are occupying the land now.

Q MR. McKENZIE: In determining this you took no account of probable secondary industries which you thought might be the result of the establishment of primary industries other than those industries which now exist?

A Well, in part we did in that machine shop is a service type of industry quite typical of it, and included in chemical for this purpose was building products, which is a secondary industry based on use of petroleum product, although I certainly think that this thing can be worked over again and revised.

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MR. HARRIES: What is the creosoting type? It's the creosote plant.

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Q [illegible]ZIE: In determining this y[illegible] account of probable secondary industries which you thought might be the result of the establishment

[illegible]

[illegible]

Q Now, the last thing I would like to find out a little more about, this is the optimum area which you introduced this morning?

A Yes.

Q That struck me as a rather new concept, I personally had never heard of before. I was under the impression that cities just kept on growing and applying this concept say to older cities like New York or Chicago, surely the size that the physical utility system had in either of those cities a hundred years ago was not the determining factor in how large they grew.

A No, that's quite true, and I think that this concept arises from the observation of what has happened in the North American continent. People have looked at what has happened and they are not exactly pleased. It is true that New York is very big and Chicago is very big, but what kind of living accommodations are produced thereby? Is it a gain when a person spends nine years of his life travelling from home to work? Which apparently is a generalization which the Chicago Planning Commission derived. The thing is that the concept in itself is meaningless and has no validity unless it is within the framework of a regional plan which provides for alternative centres of growth, and unless those possibilities are inherent in the region itself, that is, if there are other sites where you have favorable locational factors, where you have river water, natural gas, railway and the things which are the basis of industry, if there are those things, then it is

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A (Cont.) perhaps not an unrealistic objective to work for.

Q Do those things exist here, Mr. Gertler?

A Well, I think we have the best example right now in the Town of Fort Saskatchewan. I think that the location of the nickel refinery on the outskirts of the town in the municipal District of Strathcona is a perfect example of the going into effect of that particular concept, because if you take the locational factors which underlie the Sherritt Gordon plant, you will see that they are very similar to things that have brought similar plants directly to the immediate Edmonton area, only they found some off-setting advantages, lower land costs; lower taxes in that case, the amenities of small towns. I think that that represents a working demonstration of the practicality of the concept.

Q Well, would your satellite communities also have an optimum area in your concept? What I am getting at, is the city like Los Angeles for instance, it started out, that particular area with probably half a dozen different cities, Los Angeles, Pasadena, Santa Monica and so forth, now, they have grown to the extent where one merges into the other without any dividing line at all other than a political boundary, and does that aid the planning concept of the central -- ?

A No, the idea would be to keep them, that is, united economically and socially, but physically separate. Although at this stage of development in the Edmonton area we are concerned with an optimum

A (Cont.) at the lower range, that is, if one can talk of a law of urban development. There seems to be a good deal of evidence to suggest that as an urban community grows, in the early stages as, let's say a utility system is filled up, as a water distribution system which has sort of spotty use is filled in, the per capita cost to the resident goes down, but in each community a point is reached where the cost curve turns sharply upwards, and that is the time to consider limitation, but I would think that at this stage in the development of the Edmonton region, the problem is to achieve the minimum optimum which would enable a reasonable cost for the municipal service.

Q You have read the submission of the City of Edmonton as to the enlarged municipal boundary?

A Yes.

Q How does that submission fit with the planning theories which you are now advocating?

A Well, I think that the brief does not specifically recognize the connection between metropolitan and regional development, for example, if you took simply the outline general plan area as a basis for a new boundary, then if you did not have a program which aimed at decentralized growth, then that boundary at the present rates of growth would not suffice for very long. For example, if we took let's say the greatest expectation that the Edmonton metropolitan area would grow, at the post Leduc rate of growth, then by 1962 this area of the outline general plan would be all filled in, that is, of course,

[illegible] at the [illegible] ranges, that is, if we can talk of a law of urban development. There seems to be a good deal of evidence to suggest that as a [illegible] community grows, in the early stages [illegible] let's say a utility system is filled up [illegible] distribution system which has sort of capacity [illegible] is filled in, the per capita cost to the resident goes down, but in each community a point [illegible] where the cost curve turns sharply upwards, and that is the time to consider limitation, but I would think that at this stage in the development of the Edmonton region, the problem is to achieve the minimum optimum which would enable a reasonable cost for the municipal service.

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A (Cont.) that is a very optimistic forecast. If you projected a mathematical trend-line from 1941, that is from the point where Edmonton's population began to turn upwards quite distinctly, then you wouldn't reach that point until 1973, but at the same time neither of them gives too much scope, so that unless the whole thing is placed within its regional setting, I'm not sure that the right answer can be found.

MR. McKENZIE: That's all.

MR. DAVIES QUESTIONS THE WITNESS:

Q You mentioned today that the boundaries which were the basis of the operations of the District Planning Commission were roughly Vimy to the north; the west boundary of Lake Wabamum; the east boundary of Lake Wabamum to the west; Millet to the south, and the west boundary of Elk Island Park to the east.

A Yes, I think it is the west boundary of the lake.

Q Well, in the event that this Commission would see fit to recommend a regional development Board of some kind or something in place of your Commission or something in line with the District Planning Commission, do you feel that the area which at the present constitutes your jurisdiction represents an appropriate area in which a regional development Board would have to operate to effectively control the development beyond the Edmonton metropolitan area?

A Are you referring simply to a regional planning Board, sir?

Q Yes.

A Yes, I think that it's a realistic boundary for a regional planning Board.

Q Then, I would like to follow that up. You have made it clear that the recommendations of the present District Planning Commission in respect to land use are not binding on the membership of the Commission. Do you feel that the regional planning Commission should have an absolute control of the use of land in the area?

A Well, we haven't --

Q For effective development?

A Well, we haven't taken that position with regard to the regional planning as we have for the metropolitan. The brief proposes that whatever body is responsible for metropolitan planning should have executive authority over the whole defined area, but it doesn't go that far with respect to the regional area because the interdependencies are not as great. It is a very large area, and I think that the use of agricultural land is inherently different from urban land, that is, it is essentially multiple in its use, and one could not go that far, I think, with justification, however, we have tried to define certain things which we think are really regional in nature and are not properly handled on the premises, on the ordinary premises of local government, and we have set down those things as subjects for executive authority of the regional planning Board.

Q For example, it would be necessary for the regional

Q (Cont.) planning Board to control the placing of satellite towns, particularly if any new ones were going to spring up, wouldn't it?

A That is suggested, yes, that is included in the proposal that, actually what it comes down to in part is that all those things which are generated from the centre outwards should be under regional control. That is, small holding hamlets which are really generated by the urban population, but they move out into the country. New towns the same way; the development along highway arteries. Those things in addition to subdivision of land and the location of recreational areas and parks are considered proper subjects for executive control by the regional planning body, but not land use in general.

Q Another question. Have you made any studies on the relationship between the desirable maximum urban population centres in relationship to the question of civil defence in the possibility of atomic attack?

A Well, we haven't made studies because it does seem on the face of it quite obvious that decentralized rather than a centralized pattern of growth has fewer hazards in the case of atom attack.

Q I think there is quite a bit of suggestion now in readings that it is a matter of regret that certain cities have grown to the extent that they have, and if they had to plan it all over again that they wouldn't allow them to grow to the extent that they have, and I think it is recognized now that many of these very large urban centres would be susceptible, very susceptible of great destruction in the event of

Q (Cont.) atomic attack. Now, have you in any of your studies reached a stage, or have any recognized authorities in Canada reached a stage where they are starting to say that a metropolitan urban community should not go beyond, let us say a certain population, and if so, what is that suggestion?

A Well, actually the only notable exception that I can think of is The Community Planning Association of Canada. They published a little book called "The Case for Satellite Towns" in which leading town planners from across the country; the planner of Montreal Mr. Cusineau; Eric Thrift of Winnipeg; I believe a man from Halifax, Vancouver, Edmonton and so on all came out in support of that particular concept of growth. I believe there have been other statements of that kind, but I don't recall them at the moment.

Q We have got any figure yet. Is the figure in your mind?

A Well --

Q I realize it's not too arbitrary but --

A No, I think the figure has to emerge out of each region. I don't think that one figure would do for every area.

Q MR. McKENZIE: Do you have any specific recommendation as to how this executive planning or this executive authority within the Regional Commission could be conferred or exercised? When you speak of executive authority of the Regional Commission, you mean that your region would have planning power which your member municipalities could not question

Q (Cont.) in certain fields?

A Yes.

Q Just how would that work, and do you know of any illustration where such a scheme is in effect?

A Well, first of all it would start with an amendment of the Act, I guess. The Act, as you know, now sets out certain powers, but they are in most cases advisory powers, and I believe, I guess constitutionally it's within the capacity of the Province to alter those if they thought it was in the public interest, to executive powers. I don't know if it is any more complicated than that. As to other examples, I think in England, county planning is an example, that is, county planning is the basic planning unit in England today.

In a sense what happened in Toronto in a more limited area was that kind of thing, that is, but in that case they were concerned only with metropolitan functions. We are suggesting that the regional functions have to be considered as well.

Q MR. BLACKSTOCK: Actually you are using very polite language to express this thought, that you really want legislation with some teeth in it?

A Yes, I think that's what the Commission would like, sir.

THE CHAIRMAN: Any further cross-examination?

MR. HAYES QUESTIONS THE WITNESS:

Q I would like a question. Do I take that when these differnnt bodies or members of your body meet, how often do you meet?

A The District Planning Commission meets at least once every month. There are about three or four working committees which meet in the intervals between the main meetings.

Q Then on these two major occasions when things didn't go their way, these two members withdrew, so I take it, in other words, whatever you did in your Commission was favorable to the others and they stayed in?

A Well, I suppose so.

Q It doesn't sound very strong, does it, the Commission? In other words, when the disgruntled member withdraws when something goes wrong?

A No, it isn't very strong, that's quite true.

MR. DAVIES QUESTIONS THE WITNESS:

Q I would like to ask one other question of Mr. Gertler having to do with the question of compensation. My recollection is that in the last budget of the Toronto metropolitan area Board, that there appeared an item of $500,000.00 for compensation with the objective in view of the area Board acquiring, starting to acquire green belt lands?

A Yes.

Q It follows that in any area where a green belt was set up, that it has, as Mr. Bryan pointed out awhile ago, a very marked value on land values. For instance, in Strathcona I think that about $600.00 an acre is a common amount that is being paid for land for some of these larger industrial areas. If somebody gets caught in the green belt, of course, their land hasn't nearly that value. Have you given any question

Q (Cont.) to the study of whether or not green belt areas should be acquired by the District Planning Commission or the District Development Board, the regional Board, and to the question of compensation?

A Well, we have considered it to some extent. It has come up several times in our committees of the Commission, and I think it comes out more or less like this, that first of all the green belt areas as defined by our regulations are not areas in which no economic uses are permitted, in fact, there is not only agricultural uses, but small holdings in certain parts of them; highway businesses; outdoor recreational businesses. If it is off the highway a quarter of a mile, drive-in theatres, and other uses as well; institutions, Government buildings and so on, so that first of all it is not green belt in the strictest sense of the word, park land, it may be certain parts of the green belt which are and maybe should be acquired so that their status will never be questioned, but the thing is this, that about a year ago we added some 1836 acres of industrial land to our plan in this area, and we have as yet not received any request from the owners in that area to return the extra value which they received from the industrial zoning. What I mean to imply is that compensation in itself, I think in principle is not correct, that is, the other side of the coin is betterment, that is, if the State compensates for acquiring land, then the State should receive the increment if they create value. That was the position taken in Britain.

A (Cont.) I don't know how you regard it, but I feel it isn't a one sided affair. I don't know, it may be that some day the question will have to be faced. I don't know if it is yet time.

Q It would seem that if at the same time the boundaries of the metropolitan area did get fixed, that is, that at some stage somebody said or some authority said the city has got to stop here because it is absolutely uneconomic for it to go any further, we all shun the thoughts of that now because that's contrary to development, but certainly if at some stage a city is cut off in its development and its boundaries are absolutely fixed, then the green belt is going to be fixed, and whereas the green belt of today, what is spoken of as the green belt of today may be the industrial area of to-morrow as a matter of actuality, but ultimately if the green belt does get fixed, those who get caught in the belt maybe are going to suffer very considerable losses, aren't they?

A I don't know if they will suffer loss, but they won't make a gain beyond their present --

THE CHAIRMAN: May we now excuse this witness? I would like you now to submit, do you have additional material as exhibits or is this additional copies of your brief?

A This was requested this morning by Mr. Harries.

THE CHAIRMAN: First of all let us receive the brief which you have just submitted and enter it as 19E in our exhibits.

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stage a city is cut off in its development
boundaries are absolutely fixed, then the area
is going to be [illegible]ed, and wherever the green belt
today, what is spoken of as the green belt of [illegible]
may be the industrial area. I tomorrow as a matter
of actuality, but ultimately if the green belt
get fixed, those who get caught in the belt myself
are going to suffer very [illegible] losses, myself
[illegible]
don't know.
[illegible] make a point beyond the [illegible] present [illegible]
[illegible] May we now assume this [illegible]. I would
[illegible] now to submit, do you have additional
[illegible] or is there additional [illegible]

[illegible] stad this morning by Mr. Morrison.
[illegible] If all let us receive the brief which

BRIEF IS PRODUCED AND ENTERED AND MARKED EXHIBIT 19E.

THE CHAIRMAN: And then what is it that you have now?

A The report which you suggested be presented for an exhibit, "Financial Problems of Education".

THE CHAIRMAN: We didn't number that because you said you would bring it this afternoon. Then it will be 20E.

REPORT ENTITLED "FINANCIAL PROBLEMS OF EDUCATION" IS ENTERED AND MARKED EXHIBIT 20E.

THE CHAIRMAN: What do you call it, Mr. Harries?

MR. HARRIES: It is a report done by the Edmonton Planning Commission on Educational problems in the greater Edmonton area, and came up with the suggestion that you should be a metropolitan district for educational purposes.

THE CHAIRMAN: It's a story prepared by Mr. Gretler on financial problems of education within the Edmonton area, is that right?

MR. HARRIES: That's right, sir.

THE CHAIRMAN: I may say to some of the ladies and gentlemen who are present and who have been urging that definite times be fixed for presentations, that I hope it is evident to you now that it is absolutely and completely impossible for the Commission to say as to the split second when it will be possible for you to appear, and in this connection I would like to suggest that since we have arranged with the Edmonton branch of the Community Planning Association of Canada to appear immediately following Mr. Gertler's presentation, that the representations of the Edmonton Public School Board and the Edmonton Separate School

THE CHAIRMAN: (Cont.) Board will be asked to be advised that the best we can do will be to-morrow afternoon instead of this afternoon. I am saying this so that those of you who wish to return to your offices and go on about your lawful vocations may do so, and we will proceed with this other presentation. May I ask the representatives of the, who is going to present the brief, Doctor Card?

MR. CARD: I have Miss Wallbridge here also from the organization who would be an additional representative here.

THE CHAIRMAN: Miss Wallbridge would presumably supplement, is it the intention of this Association, this Edmonton branch that Miss Wallbridge be sworn too?

MR. CARD: No.

THE CHAIRMAN: Then Mr. Card is the representative. Now, just before the recess, we have here on behalf of your Association, Mr. Card, the first item is the relation of the Edmonton region branch to this inquiry. Then we have "The Challenge of Metropolitan Growth", Doctor Rose, and we have the Community Planning Association of Canada Report of the fringe committee and another supplement to the report of the fringe committee.

May I ask you, what is your intent, and a further document entitled "Talks on Planning Problems". May I ask you how much of this material you propose to present to the Commission, that is, reading it?

MR. CARD: Only the first three pages.

THE CHAIRMAN: Only the first three pages. Do you intend

Mrs. Board will [illegible]

does we can do with [illegible] presumption

of this afternoon. I am surprised this [illegible]

[illegible] who wish to return to your [illegible]

[illegible] about your lawful vocations may [illegible] so, can

proceed with this other presentation. May

[illegible] the representatives of the, who is young

present the delay, Doctor [illegible]?

Mrs. WALD: I have Miss Wallbridge here also from [illegible]

organization who would [illegible] an additional representative

[illegible] re.

THE CHAIRMAN: Miss Wallbridge would presumably [illegible] supplementary,

is it the intention of [illegible] is Association, [illegible] member

[illegible] branch that Miss Wallbridge [illegible]

R. CARTE: No.

THE CHAIRMAN: Then Mr. Card is the representative. Now,

just before the recess, we have been [illegible] in

our Association, Mr. Card, the letter from [illegible] the

relation of the Edmonton [illegible] to [illegible]

inquiry. Then we have "The Nation" [illegible] report [illegible]

[illegible] Doctor Rose, [illegible]

[illegible] question of Canada Report on the

[illegible] and another [illegible] in the

[illegible] of the Trudeau committee.

May I ask you, which is [illegible] and

[illegible] entitled "Talks on Tax [illegible]

May I ask you how much of this

[illegible] to present to the Commission.

Doctor Rose?

THE CHAIRMAN: (Cont.) to submit the others as exhibits?

MR. CARD: As exhibits.

THE CHAIRMAN: Very well, thank you very much. The Commission will take a recess for ten minutes, that is until fifteen minutes after three, and then Mr. Card, you will be prepared to go on at 3:15.

MR. CARD: That's right.

THE CHAIRMAN: Thank you very much.

(At this point the Hearing stood adjourned for fifteen minutes and reconvenes at 3:15 p.m.)

THE CHAIRMAN: Now, Mr. Card, if you will come forward and be sworn and present your brief and submit to any cross-examination which may come out of it?

BRIGHAM YOUNG CARD, having first been duly sworn, testified as follows:

A I am speaking on behalf of the Edmonton Region Branch of the Community Planning Association of Canada. We shall call this region branch in this report the Edmonton Branch to avoid the use of "region".

The report is divided into, the brief is divided into three sections, the first is "Relation of the Edmonton Region Branch of the Community Planning Association of Canada to this inquiry"; the second is called The Principles and the third "Proposals Relating to the Commission's Terms of Reference".

I should like to preface the brief with this explanation: it is not the product of any one man

A (Cont.) but of a committee. We have emphasized what we think are general goals that we all agreed upon, and have left the technical aspects to people whom we thought were better qualified.

Paragraph 1:

"1. The object of the Edmonton Region Branch of the Community Planning Association of Canada, hereafter referred to as CPAC, is to foster public understanding of, and participation in, community planning.

2. The Edmonton Branch of CPAC is the only organization in the Edmonton region which brings together citizens and planners, the producers and consumers of planning activity.

3. Our activities in promoting the orderly development of the Edmonton region are primarily educational. They include displays, exhibits, distribution of literature, meetings, and participation in the Alberta conferences of CPAC.

4. CPAC in Alberta has been active in calling attention to the urgent need for governmental consideration of metropolitan development in Alberta. It has produced the following literature, copies of which are enclosed, related to Alberta Metropolitan areas:

<u>Talks on Planning Problems</u>, Red Deer Conference June 1953, pp. 22-28

<u>Report of Fringe Committee</u>, Executive Committee, Alberta Division, CPAC

A (Cont.)

" A Note on Four Alberta Fringe Communities, by B.Y. Card, Supplement to the Report of the Fringe Committee.

The Challenge of Metropolitan Growth, Address by Dr. Albert Rose to CPAC Alberta Division Conference June 1954.

5. Activities of the Edmonton Branch have included public meetings on such topics as:

Town and Rural Planning in the Province of Alberta - an address by H. N. Lash, Director of the Town and Rural Planning Branch, Department of Municipal Affairs, Government of Alberta.

Housing and Juvenile Delinquency, a panel discussion with Alderman Charles Simmonds, President of Edmonton Community Leagues, Dr. G.D. Carson, psychiatrist, J.A. Cameron, Superintendent, Juvenile Offenders' Branch, Attorney General's Department.

Campbelltown - Satellite Town, an address by Noel B. Dant, Town Planner, City of Edmonton.

The National Housing Act - An explanation by Central Mortgage and Housing Corporation representative.

The Fort Saskatchewan Plan - an address by L. O. Gertler, Director, Edmonton District Planning Commission.

Copies of the Fringe Report and Supplement by B.Y. Card were forwarded to all members

A (Cont.)

" of the Alberta Legislature before the session convened to serve as an introduction to the range of questions which it was thought might come before the Royal Commission on Metropolitan Problems.

6. CPAC has been active at the national level in calling attention to problems of metropolitan development. We refer specifically to such literature produced on this problem as:

Problems of Canadian City Growth, by Dr.Albert Rose

A Case for Satellite Towns

which are attached to this brief.

7. Recommendation: That the studies and reports on metropolitan development in Canada and Alberta prepared by CPAC be given careful attention by this Royal Commission.

8. Recommendation: That the Commission give consideration to the need for an informed public opinion regarding the planning and development of the Edmonton Region, and that they urge all education agencies unite in this goal, - schools, libraries, newspapers and periodicals, governmental departments and agencies at both local and provincial level, voluntary associations, including CPAC, and business.

A (Cont.)

" PRINCIPLES

9. Functional and political boundaries should coincide as far as possible.

10. Functional boundaries can and should be determined by research.

11. In guiding the orderly development of the Edmonton Region the greatest possible use should be made of the services of professionally-trained and qualified planners, social scientists, architects and engineers.

12. In planning and in governmental regulation of the Edmonton Region the values of democracy should be kept uppermost at all times -- respect for individuals and groups, the use of reason rather than force, co-operative endeavor, faith in the future, etc.

13. In all consideration of the Region's developmental problems, the whole range of economic, political, geographical, climatic, and sociological factors must be considered.

14. Adequate legal machinery is necessary to implement official planning proposals.

PROPOSALS RELATING TO THE COMMISSIONS TERMS OF REFERENCE

15. There are two general proposals which supersede all others. They are made in view of Edmonton Region's unique social, economic and political aspects.

(a) We recommend that a political unit be created containing the City of Edmonton and

A (Cont.)

" the area surrounding the City which is socially and economically related to it. We suggest that such unit might well be the Edmonton Metropolitan Area as defined and described by the Edmonton District Planning Commission. See Edmonton District Planning Commission Third Annual Report 1952-53 pages 7 and 8.

(b) We further recommend the creation of a Regional Planning Authority with adequate technical assistance and legal power.

16. We recommend that provision be made in proposals relating to boundaries for their alteration as the growth and development of the Region may in the future require.

17. We believe that the Regional Planning Authority should be set up with representation from all local governments in the Region and with provision for technical planning staff and permanent administrative employees.

18. We believe that orderly development will depend on the planning, education, and enforcement of law obtaining in the Region. For these reasons we urge that the Regional Planning Authority projects and decisions should be the subject of continuous publicity and education, so that citizens and groups in the Region will be informed and able to participate in Regional Planning.

the area surrounding the City which is socially and economically related to it. We suggest that such unit might well be the Edmonton Metropolitan area as defined and described by the Edmonton District Planning Commission. See Edmonton District Planning Commission Third Annual Report 1952-53, pages 7 and 8.

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18. We believe that orderly development will depend on the planning, administration and enforcement of law obtaining in the Region. For these reasons we urge that the Regional Planning Authority provide a and decision subject to continuous review, so that citizens will be informed in Regional Planning.

A (Cont.)

"19 We also believe that orderly development in the Edmonton Metropolitan Area, if not the entire region, depends on a proper balance betwenn industrial development and economic expansion and community services, including housing. We wish to emphasize that the prevention of fringe growth, overcrowding, and slums is directly related to a positive housing program. In this connection we urge that the Alberta Housing Act be revised to make possible the full benefits of the National Housing Act in Alberta."

That, sir, is the end of the brief.

THE CHAIRMAN: Thank you. Mr. Card, I would like to ask you about the exhibits you say in one case that a supplemental statement is attached to the talks on planning. Is it bound in with this document?

A No, I think that it was submitted in this form, there was the three page brief, four page brief, Doctor Rose's address --

THE CHAIRMAN: Just one moment, let me get them right. What was the one that you commenced with?

A With the submission that I just read.

THE CHAIRMAN: Yes, then?

A "The Challenge of Metropolitan Growth" by Dr. Albert Rose.

THE CHAIRMAN: Yes.

A And the next is the two page report, Alberta Division

(cont.)

"12) We also believe that orderly growth in the Edmonton Metropolitan Area, if not the entire region, depends on a reasonable balance between industrial development and economic expansion and community services, including housing. We also emphasize that the prevention of rapid growth, overcrowding, and slums is intrinsically related to a positive housing program. In this connection, we urge that the Alberta Housing Act be revised to make possible full benefits of the National Housing Act in Alberta."

That, sir, is the end of the brief.

THE CHAIRMAN: Thank you. Mr. Carter, I wonder if I could ask you about the exhibits you say you have. Is this a supplemental statement in regard to the urban planning. Is it bound in with the brief? No, I think that it was submitted in this - there was the three page brief, four page brief, Doctor Jose's address.

[illegible]: Just one moment. Let me get that - that was the one that you commenced with, the submission that I have read.

CHAIRMAN: Yes, sir.

[illegible] Members of Metropol Man [illegible] Mr. Alberta

[illegible]

A (Cont.) Report of the Fringe Committee.

THE CHAIRMAN: Yes.

A And then follows the Supplement - Fringe Committee Report, a note on four Alberta fringe committees, and then "Talks on Planning Problems", and then we submitted all the copies we had of "A Case for Satellite Towns" and "Problems of Canadian City Growth". I have additional copies now to make up to ten in number of "A case for Satellite Towns", and I have secured two additional copies of "Problems of Canadian City Growth".

THE CHAIRMAN: Now then, let's get straightened out. Do you wish these latter two entered as exhibits as well?

A Yes.

THE CHAIRMAN: Very well then, we will number them a little later after the cross-examination?

A Very well.

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr. Card, I wonder if you would tell us something about the organization you represent? You said it is the region branch of the Canadian Planning Association?

A Yes.

Q How long has this Region Branch been established?

A To the best of my knowledge it began, I think, in 1952, either '51 or '52, I don't recall the exact date.

Q How widespread is it in Canada?

A Well, I am referring only to the Edmonton Branch

A (Cont.) when I say '51 or '52. We have been in operation approximately three years. In Canada we began approximately 1947, and if you like me to tell you about the organization as a whole, I will be pleased to do so.

Q Just a brief statement on it.

A When the National Housing Act was passed, those charged with the administration of it and The House of Commons collectively saw the need for some kind of citizen education as a complement to housing and community development in Canada, and a conference was called in Montreal at which leading citizens in engineering, architecture and so on were called together, and government to discuss the organization of some kind of a civic group which would be interested in the promotion of community planning across the country.

The organization was formed and was subsidized and still is subsidized heavily by the Central Mortgage and Housing Corporation. Memberships are sold for three dollars for an individual membership; $25.00 for sustaining members such as an architectural group or local government which wishes to belong to the organization.

A sustaining membership entitles the recipient to twelve copies of all publications of our organization.

A single membership, of course, entitles the recipient to publication copies.

Literature is produced from writers all over Canada on community problems.

when I say 1941 or 1942. We have been a
[illegible] approximately three years. In 1941
it was approximately 1942, and if you like I can
tell you about the organization as a whole. I will
be pleased to do so.

Q Just a brief statement on it.

A When the National Housing Act was passed there
charged with the administration of it was the
House of Commons collectively saw the need
some kind of citizen education on housing
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a conference was called in Montreal at which
citizens in engineering, architecture and so on were
called together, and movement to
organization of some kind of civic group
be interested in the promotion of housing
across the country.

The organization was formed in [illegible]
and still is substantiated formally as the
Mortgage and Housing Conservation. [illegible]
are held for three dollars for an active
$25.00 for institutions. [illegible]
[illegible] local [illegible]
to the organization.
[illegible] membership [illegible]
[illegible] of all publications of our
[illegible]
[illegible] of housing [illegible]
publications [illegible]
[illegible] from [illegible]

A (Cont.) We maintain at Ottawa a central office with a permanent director and secretary and treasurer and office staff, and the literature, I might say, consists mainly of two items, a community planning review containing articles of interest to laymen and government and planners on community problems, and the news letter which is now being changed to Community Planning News which will be an up-to-date coverage of community planning in Canada.

In addition we have a division organized in every province of the nation maintaining a secretary and an executive.

The work of the division is to bring to the attention of the people of that province the need for sound planning of our space in Canada. The division is also responsible for forming in the various centres of population, branches of the organization.

We now have a network of branches extending throughout all the leading cities of Canada.

Q Just what territory does the Edmonton Regional Body cover?

A We have members from the City of Edmonton, from Jasper Place, I do not know if we have any from Beverly or not, but in our constitution we set ourselves up as an organization covering the Edmonton region.

Q So persons outside the city couldn't become members?

A That's right.

Q The only qualification for membership then is the fact that you are living in a certain area and pay the necessary fee?

A Yes, with the proviso in our constitution that memberships may be reviewed and they may be rejected if the organization sees fit.

Q Take the particular region to which you belong, how long have you belonged to that region?

A Edmonton?

Q Yes.

A Since its inception.

Q Can you tell us whether or not the membership of the Regional Body is fairly widespread, that it has professional men and mechanics and so forth, is it a fairly good --

A Cross section?

Q -- fairly good variety of trades and professions represented?

A Yes, I would say so.

Q How many members would you have?

A I think we have something like, I think I should call on Miss Wallbridge, I think we have in Alberta something like seventy-five or eighty paid up members not including sustaining members, and I would judge that two thirds of them are in Edmonton.

Q So far as your activities go, you arrange for the holding of public meetings and addresses by people who know something about the subject?

A That is one of our activities.

Q To what extent has your committee dealt with the actual problem that is before this Commission now, that is the extension of the metropolitan area?

A I would say that our committee has taken, our organization has taken an important part when we

With the proviso - our constitution that members may be reviewed and they may be replaced if the organization sees fit.

Take the particular region to which you belong. How long have you belonged to that region?

A Edmonton?

Q Yes.

A Since inception.

Q Can you tell us whether or not the membership of the Regional Body is fairly widespread, that it has professional men and members and is fairly good --

Cross section?

-- fairly good variety of trades and professions represented?

A Yes, I would say so.

Q How many members would you be

A If we have something like, I think I should call Miss Wallbridge. I think we have in Albert [illegible] late seventy-five or eighty paid [illegible] members and [illegible] sustaining members, and I would [illegible] [illegible] of them are in Edmonton.

Q As your activities go, you mention the holding of public meetings and [illegible] who know something about the subject?

That is one of our activities.

Q What extent has your committee dealt with the problem that faces this Commission, [illegible]

A (Cont.) consider this problem as a social problem. The first step is to become aware of the problem.

Q Yes.

A I think our organization is one of the first groups to become vocally aware of the problem.

Q Have you discussed it as among your members?

A Yes, you will find a record of that in "Talks on Planning" in the pages referred to in my brief, where in the 1953 session at the annual meeting at Red Deer this question of fringe growth was aired, and a resolution passed that a committee study the fringe problem and bring the recommendations, or, the finding to the appropriate governmental bodies, and this was done.

Q In those meetings that you attended did you have any, shall I say professional advice from town planners and other persons having special knowledge of this subject?

A I should probably have not made this clear that our organization includes in its membership both citizens and professional planners, and in our discussions we have had planners present as well as citizens, it is for the sharing of ideas.

Q And so the conclusions which, or, recommendations that you make to the Commission are the conclusions of the members of this organization who include professional men such as planners, architects and those having a special knowledge of this type of thing?

A That is right.

[illegible] reorganization is one of the first [illegible] to become vocally aware of the problem.

Have you discussed it as among your members? Yes, you will find a record of that in "Talks Planning" in the pages referred to in my brief, where in the 1953 session at the annual meeting at Red Deer this question of fringe growth was aired, and a resolution passed that a committee study the fringe problem and bring the recommendations, or, the finding to the appropriate governmental bodies, and this was done.

In those meetings that you attended did you have any, shall I say professional advice [illegible] planners and [illegible] persons having special [illegible] this subject?

[illegible] should probably have not made this clear that our [illegible] organization includes in it [illegible] of towns and professional planners, and [illegible] we have had planners present as well [illegible] is the chairman of [illegible] Mr. Mills which [illegible] Edmonton [illegible]

Q I would like to read to you from the brief submitted by His Worship the Mayor to see if you agree with the principles mentioned. The mayor says on page 4 of his brief:

> "We consider that the metroplitan area should be a single integrated unit in the geographic, economic and social sense and should be developed as such so that the quality of municipal services would be uniform and the financial resources to pay for such services would be secured from uniform taxes and would be paid so far as possible from within the area concerned."

Would you agree with that statement as a principle?

A I would like to read you, sir, as the answer our recommendation (a) on page 4 of our brief:

> "We recommend that a political unit be created containing the City of Edmonton and the area surrounding the city which is socially and economically related to it."

Q So that you agree with the principle?

A We agree in principle, and I might say that we had no access to the city brief when we prepared this. This is an independent proposal.

Q May I ask what is your own qualification, sir?

A I am professor of Education and Special lecturer in sociology at the University of Alberta.

Q And, therefore, this particular type of study is in line with your own profession, is it?

A Yes.

[illegible]

I'd like to read to you from the brief submitted by Worship the Mayor to see if you agree with principles mentioned. The many areas on page 4

"We consider that the metropolitan area should be a single integrated unit in the geographic, economic and social sense and should be developed as such so that the quality of municipal services would be uniform and the financial resources to pay for such services would be secured from uniform taxes and would be paid so far as possible from within the area concerned."

Would you agree with that statement as a principle? I would like to read you, sir, as the answer recommendation (a) on page 4 of our brief:

"We recommend that a political unit created encompassing the City of Edmonton and the area surrounding the [illegible] which is socially and economically related to the [illegible]"

So that you agree with the principle?

[illegible] agree in principle, and I might say that we had no access to the city brief when we prepared [illegible] This is an independent proposal.

May I ask what is your own qualification, sir?

[illegible] professor of Sociology and social [illegible] at the University of Alberta.

[illegible] of study in [illegible] professor, is it?

MR. GARSIDE: Thank you.

MR. HARRIES CROSS-EXAMINES THE WITNESS:

Q I hate to interject myself into the middle of this mutual admiration society, but there are one or two things that I wanted to know, Doctor Card, if I could. You suggested that the Community Planning Association of Canada which you appear here today as a representative of the Edmonton Branch was organized primarily at the instigation of Central Mortgage and Housing Corporation, is that correct?

A That's my understanding.

Q Just in case there is any doubt, the brief that you present today doesn't have the backing of the Central Mortgage and Housing Corporation by any chance?

A No, the Community Planning Association of Canada has autonomy as an organization. We receive financial support from Central Mortgage and Housing, and we supplement that support with our own donations through memberships, but we are an autonomist organization, one of their representatives sits on our national Board of Directors.

Q The brief that is presented today has not been seen nor has it been endorsed by Central Mortgage and Housing Corporation?

A No, sir.

Q As I understand it, your primary purpose is to disseminate information, essentially a propaganda machine?

A That's no disgrace.

Q No, not by any matter or means, but it is not a research organization?

A I wouldn't like to limit it to just a propaganda organization. Our job, we think, is to promote understanding of planning and planning problems and citizen participation in planning, so that this question of community planning will be democratized, if you wish, not left entirely in the hands of professional planners, but receive active support on the part of all citizens and interested groups.

Now, we think that any means that will aid us in that objective is good. It may be what you call propaganda, but it also may involve research. You will find that some of the documents on Jasper Place and the fringe communities of Alberta have involved considerable research which was done by our organization.

Q I must confess that I am somewhat at a disadvantage as I haven't got your brief or any of the appendices to it, but as I understand, it was essentially an organization to disseminate information and not a research organization. Now, you want me, my idea on that is not quite correct.

A We are both, our emphasis is on education.

Q In the instant case here, did the organization as an organization do any research whatsoever to arrive at the conclusion which is presented in the brief presented that you have just read?

A With respect to the recommendation on housing, I would say yes, and also with respect to understanding the problems of Alberta fringe communities. The two page report was research done specifically by

A (Cont.) this organization. The supplement was based on research that I had done and which I wrote up at the instigation of this organization.

Q Well, I'm sorry that I have forgotten the paragraph number, I think it was 9 in the recommendations, the one that I am referring to, the one that you read to Mr. Garside.

A That's "a", that's "15(a)".

Q In regard to recommendation 15(a) did your organization do any specific research on the problem before this Commission, as an organization?

A Would you please define "research"?

Q Did they undertake to specifically study the problem, to inquire into the economic and social, if you wish, commercial aspects of the problem? On what is this recommendation based specifically?

A Well, it is based, I would say on the specific researches mentioned on fringe communities; these two reports particularly, "Problems of Canadian City Growth" and "A case for Satellite Towns".

Q Pardon me, I want to be quite clear, are those speeches or are they research efforts, are they speeches that were made regarding the general problem of satellite towns and the general problem of Canadian City growth? They don't relate to Edmonton particularly?

A These don't relate to Edmonton particularly.

Q They could be applied to Halifax?

A These two, that's correct.

Q "These" is which?

A This mimeographed one.

Q That's the problem of fringe development?

A Fringe development.

Q That relates specifically to Edmonton?

A Specifically to Edmonton.

Q And it's on the basis of that's the only piece of research that has been done in order to enable you to arrive at the conclusion that there should be one political unit?

A Well, I will say, we have had access also to the planning reports that have been published in the area.

Q That's another point I was going to ask you.

A Which is information available to any citizen.

Q Quite correct, and very good information for the most part. What I wondered then, Doctor Card, was this, the conclusion that you have reached has obviously not been based alone on research that you have done, it has been based only on one piece of research, which I gather is the four page paper which you yourself read? If I am correct in that, so that it has been based on other materials?

A Seven pages.

Q Oh, pardon me, I was confusing it with some of the others. I didn't wish to minimize it. The recommendation then comes essentially, I would suggest to you, as a result of the thinking of the professional people in your organization, particularly the town planners, is that correct?

A No.

Q What is it?

A Absolutely not, of professional people in our

A (Cont.) organization, and the town planners were only a part of that group, a very small part. The brief we presented was submitted to our open meeting on the 1st of October -- 30th of September, we had an open meeting and the brief that was prepared was accepted right at the meeting and we decided to present it representing the Edmonton branch. There had been a committee working on it before that and there wasn't a planner on the committee.

Q What I am trying to get at, the only piece of explicit research that you have is the seven page document that you read. Where did you get your information? I thought I understood you to say you got it from reports of the planners that are in the area, so that your factual basis for the recommendation, not any intuition that is involved, but simply the factual basis must be the material that the planners in the area had made available to you,not as members of your organization, just as one of the interested public?

A Yes, that's right.

Q Is there any essential difference between the research base for this submission and the one that we have just, and the submission that was made by Mr. Gretler?

A Only this Jasper Place study.

Q That's the essential difference?

A That's the essential difference on the research base.

Q Do you have any sustaining members in Edmonton?

A Yes.

Q What percentage of the total membership would they be?

A I can't answer that, I don't know.

Q You said that your membership would be approximately seventy-five in Edmonton?

A That's for the province, I would imagine we would have something like fifty or so paid up members in Edmonton.

Q What proportion of those fifty would be represented by people who are in the business world in the Edmonton community?

A Roughly seventy-five, eighty percent.

Q I don't mean professional planners, I mean people that are in the commercial field other than architects and that?

A Oh, I would judge in purely commercial concerns, not professional people, we would have say about 25%.

Q About 25%?

A Something like that.

Q Maybe twelve people?

A Yes.

Q And would you have any people in your organization who would have any knowledge or experience with regard tomajor industrial activity and some of the effects of taxation levels and so on on that?

A Yes.

Q How many of those would you have?

A Oh, about another dozen or so.

Q I thought that those would be commercial people? We have got 50% business representatives?

A You are asking for information that I can't give

A (Cont.) accurately.

Q I would certainly like to get it accurately. Who could I ask?

A Our secretary.

MR. HARRIES: Thank you very much.

THE CHAIRMAN: Thank you. We should now proceed to mark these documents as exhibits. 21E the brief which you have submitted.

BRIEF SUBMITTED BY THE EDMONTON REGION BRANCH OF THE COMMUNITY PLANNING ASSOCIATION OF CANADA IS ENTERED AND MARKED EXHIBIT 21E.

THE CHAIRMAN: 22E the address of Doctor Rose.

ADDRESS OF DOCTOR ROSE ENTITLED "THE CHALLENGE OF METROPOLITAN GROWTH" IS ENTERED AND MARKED EXHIBIT 22E.

THE CHAIRMAN: 23E the "Report of the Fringe Committee".

REPORT OF THE FRINGE COMMITTEE IS ENTERED AND MARKED EXHIBIT 23E.

THE CHAIRMAN: 24E the supplement report to that of fringe committee.

REPORT ENTITLED "SUPPLEMENT - FRINGE COMMITTEE REPORT" IS ENTERED AND MARKED EXHIBIT 24E.

THE CHAIRMAN: 25E, now, would you tell me the names of the two documents you wish. Oh, I'm sorry, "Talks on Planning Problems", that's 25E.

DOCUMENT ENTITLED "TALKS ON PLANNING PROBLEMS" IS ENTERED AND MARKED EXHIBIT 25E.

THE CHAIRMAN: 26E, "Problems of Canadian City Growth".

REPORT ENTITLED "PROBLEMS OF CANADIAN CITY GROWTH" IS ENTERED AND MARKED EXHIBIT 26E.

THE CHAIRMAN: 27E, "A case for Satellite Towns".

REPORT ENTITLED "A CASE FOR SATELLITE TOWNS" IS ENTERED AND MARKED EXHIBIT 27E.

MR. DAVIES: I wish to ask Mr. Card a question or two.

MR. DAVIES QUESTIONS THE WITNESS:

Q I find the material which you have submitted there, informative and useful. You are aware of the Montgomery situation in Calgary, more or less?

A Very little, sir.

Q Have you seen it?

A No, sir.

Q In that case, that is a fringe area that this Commission is called upon to deal with, and it is rather unique in this sense that it is totally developed since 1946. All the houses in it are new. Now, it was suggested to us that there is a strong tendency with these fringe developments to occur because of the desire of, particularly young people who want to own a home; who want to get away from high rentals. They want a piece of land; they want a little garden and they want some flowers, but they can't find these homes within the limits of the urban centres. I would like to ask you this: do you feel that anything might be done in the realm of housing so as to permit areas to be set aside within the corporate limits of the cities where these developments can go on and houses can be erected at a cost of acquisition on the land, and for the dwelling itself with the lessening of building restrictions, perhaps diminution in size to

Q (Cont.) some extent, so that homes can be brought within the possibility of purchase of people who are in these income levels who are not otherwise able to acquire homes.

A I think you have asked one of the hardest questions to answer in the whole field of housing that I know anything about.

Q I am observing what you are saying in the last paragraph of your recommendation. I wanted you to expand on that.

A Well, the standard solution for this problem is subsidized housing; low rental units, probably of the row house or apartment variety, and that has been recommended by social workers, and even to a certain extent by Central Mortgage and Housing Corporation, as I understand it, in clauses of their Act. The alternative you propose, it seems to me would involve having a section of land that we could say to young couples or anyone interested, "Here's a section of land, go and build your own home , under certain restrictions, and have a home. It isn't going to cost too much," and that seems to me is in effect what our fringe communities have been. They have been an answer to the housing situation.

Now, whether we can bring that sort of thing under control, more or less institutionalize it, which is what we would be thinking of, I presume, following your line of thought, I don't know, and I don't know where it has been tried.

Q What I am getting at really is this, if as a result

Q (Cont.) of the deliberations, for example, of this public inquiry that the area of Montgomery should be incorporated within the City of Calgary, which is entirely within the realm of only contemplation at this stage, but if that is done, in effect what will have happened is that the substandard area will have built up outside of the Calgary city limits, and within a period of seven years will be just as much a part of the city as if the entire development had been from the start, and the same will apply of communities at the present time adjacent to the boundaries of the City of Edmonton if that ultimately follows from this public inquiry. My point of view then is this, I am just wondering if something could not be done to decrease the cost of homes by diminution in size or something to make it possible to people in the lower income brackets, could have an area set aside within the confines of a city where, let us say substandard, if you want to, accommodation could be erected within certain limits?

A I would say it isn't impossible. Now, speaking as representative of the Community Planning Association, I don't think I would be authorized to give an organization's opinion, I can only give my own in this connection, and it seems to me from what I have studied in Jasper Place and elsewhere that one of the things we have to contend with in our society is a very strong desire on the part of people to own their own homes, it's one of our values, and certainly our attitudes towards housing are conditioned by that feeling that a lot of people think that they

A (Cont.) should own their own homes. It is encouraged by clergymen; by real estate people and so on. Now, the question of whether or not we can control inexpensive house building, let Tom Jones go out and build his own house as he wishes within the boundaries of a city which has rigid building codes, is something that I think presents one of the hard problems we will have to face in extending the boundaries of cities, and I don't know what the answer is. I would say though that I would think it would be possible to work out an answer, possibly having a goal five or ten years hence of a certain standard we wish to reach, and set up stages by which such a goal could be reached. I don't think it could be accomplished by edict all at once. I think further we could possibly extend the credit; reduce the down payment on cost of construction, which would enable more people to own a home. That has, as a matter of fact been done in Jasper Place, for example.

Q Is there any such thing as a stage house, that is, a house that is so designed that it starts off, perhaps only has one bedroom, but it is so planned that it could be added to.

A Well --

Q Is there anything like that in housing, in other words, the initial cost was reduced, but ultimately envisages further development as the people are able to afford it.

A Well, I know that such houses have been designed and used, but I'm not prepared to speak about it as

A (Cont.) an authority.

Q Well then, finally what is the specific thing :

> "In this connection we urge that the Alberta Housing Act be revised to make possible the full benefits of the National Housing Act in Alberta."

What is the specific thing there?

A We are thinking there specifically of clause, I think, 36 in the revised Act. I haven't reviewed that, so I don't have the details at my finger tips, but it is the provision of -- a co-operative agreement entered into by the municipality; the province and the Central Mortgage and Housing Corporation in which housing is erected; land is provided, housing erected for people with low incomes. I don't know of the details, but I understand that some of the rental arrangements involve paying according to your means. I have seen such projects in, or, one project in St. John, New Brunswick which is operating under that arrangement. That is a row housing or apartment housing project. That kind of housing in my opinion is urgently needed in Edmonton, and I think would be of great help in controlling development of the entire area if we had some such kind of housing for people of low incomes. That may not be the whole answer, I'm not suggesting that it is. Certainly the problem you have raised should be considered.

MR. BLACKSTOCK QUESTIONS THE WITNESS:

Q Doctor Card, have you any idea how they have dealt with this problem in Britain?

A I haven't studied it, sir.

Q Doesn't the suggestion of substandard small houses almost inevitability lead to the creation of slum areas?

A Not necessarily.

Q Not inevitability?

A Not inevitability.

Q But there will be a tendency to that though?

A If it is unregulated it would certainly tend that way. I would like to call your attention to the development in Toronto, the Regent street, Regent Park area which has been redeveloped and is a good example of where a blighted area has been torn down and rebuilt. As a matter of fact, there is a good film out on that subject now called "Farewell Oak Street" which would be a good guide to anyone wanting to get a general knowledge of that situation in Ontario.

Q But the real answer is subsidization?

A I beg your pardon?

Q The real answer is subsidized housing?

A In our complex economy it seems that is the only answer that is feasible.

Q THE CHAIRMAN: In this revamping of this area, Regent Park in Toronto, was there subsidization, and if so, by whom?

A I think there are other people who could speak on that more authoritatively than I. There is subsidization to this extent, that those who put the buildings up are guaranteed their income over a long period of time. This is certain, however, that there is not a great loss incurred by anyone

A (Cont.) because the rents just about match the cost of construction and maintenance, and the costs to the city in terms of social services are greatly reduced.

MR. ROBISON QUESTIONS THE WITNESS:

Q Just to pursue that question of Mr. Davies' one step further, are you familiar, have you any information about the answer to that question provided in Sweden and to a lesser extent in Norway.

A I haven't followed it, sir.

Q Mr. Blackstock says it may lead to slums and things of that kind, but my suggestion is that an examination of Sweden in particular would be very informative as to the answer that they have provided, which is entirely subsidized.

A Well, I am probably not the best person to ask questions to about housing because I have not made that a special field of study. I have only come across it incidentally. It does seem to me that since the question is so vital to what may occur in both Calgary and Edmonton, it may be well to have some good opinion on housing as part of the proceedings of this Commission.

MR. McKENZIE CROSS-EXAMINES THE WITNESS:

Q Just a couple of questions about your specific recommendations, Mr. Card. 15(b):

> "We recommend the creation of a regional planning authority with adequate technical assistance",

Bringing this down to terms of Calgary and Edmonton, in both areas I believe there is a regional planning

[illegible] because the [illegible]
[illegible] of construction and maintenance, and it
[illegible] only in terms of social services are [illegible] by

[illegible] QUESTIONS THE [illegible] BOSS:

Just to pursue that question of Mr. Dewhurst's step further, are you familiar, have you any information about the answer to that question provided in Sweden and to a lesser extent in Norway?

A I haven't followed it, sir.

Q Mr. Blackstock says it may lead to slums or, things of that kind, but my suggestion is that a commission of Sweden in particular would be very informative as to the answer that they have provided, which is entirely subsidized.

Well, I am probably not the best person to ask questions to about housing because I have not read that a special field is empty. I know and [illegible] a pose it incidentally. I [illegible] the weather is so with [illegible] in Calgary and Edmonton. [illegible] some [illegible] spoken on behalf on behalf of the [illegible] of the Commission.

[illegible] COUNSEL-CONTINUED THE WITNESS:

[illegible] a couple of questions about your concluding recommendations, Mr. Carl, [illegible] 15(b):

"We recommend the creation of a regional [illegible] authority with adequate technical [illegible] service".

[illegible] terms of City and Province, [illegible] have also a [illegible] a regional planning

Q (Cont.) authority, and is it your suggestion that they have inadequate funds to obtain proper technical assistance at the moment?

A No, we are not implying that at all, we are recommending that whatever comes out of the result, comes as a result of the recommendations of this Commission, that we would hope to see the whole area or the region around our metropolitan centres, I should say, the growth of development controlled through some planning. We have recommended here a regional planning authority. We didn't call it a District planning Commission because we thought that term might be outmoded. A regional planning authority with adequate technical assistance, and we are not implying that the present district planning Commission haven't adequate technical assistance, we are saying they should have that plus the necessary legal powers.

Q Mr. Gertler's report that was presented just prior to yours suggests that the Commission should recommend that the planning district or the regional planning authority should have executive authority over certain specific items. I don't suppose you have considered those items, but do I take it that your recommendation is that the planning authority should have adequate legal power in principle endorsed?

A Yes, that's right.

Q 17, you state:

"We believe that the regional planning authority should be set up with representation

Q (Cont.) "from all local governments",
Do I take it from that that you recommend compulsory membership in the Regional Planning Authority by all member municipalities affected?

A I don't think that our thinking went as far as compulsory membership, but my own opinion is, I would say that's what we have in mind. We think that planning should be a recognized part of Government just as much as we now think that local government should have a committee set up for roads. We think they should also have a committee set up, or a person appointed to participate in this planning body.

Q And the last question goes to Section 19 where you state:

> "We also believe that orderly development in the Edmonton metropolitan area depends on a proper balance between industrial development and economic expansion and community services, including housing."

The Edmonton brief suggests that the inclusive within the City of Edmonton of the industrial area on the eastern outskirts now contain in Strathcona M.D. Does 19 endorse the Edmonton proposition that one political unit should govern the area where you want a proper balance between industrial development and economic expansion and so forth?

A Well, I think that would be stretching the meaning of Number 19 if we were trying to say that it relates directly to recommendation 15(a), however,

A (Cont.) we think that there should be some political authority which harmonizes and regulates housing and community service and industrial and economic growth, as a matter of fact, from what figures I have read, it seems to me there should be a balance of about 50% assessment from residences and 50% assessment from industry and commerce for a community to keep solvent or for local government to be solvent, and what we have in mind there that whatever the pattern of government is for the Edmonton region and the Edmonton metropolitan area, that the balance between economic, industrial and community services should be kept in mind.

Q I may be reading things into the Edmonton brief, but I think their submission is that the balance within the City of Edmonton as it presently exists is probably not too bad, but in Beverly and Jasper Place which affect Edmonton, is away out of balance, and in Strathcona it is out of balance but the other way, so their suggestion of amalgamation was to restore the balance in the whole. Would you be in favor of that?

A Personally I would. Our Association has said they recommend a political unit. We say as an Association we would infer that amalgamation is not the only answer, and that is why we refer to it simply as a political unit, we didn't say there should be amalgamation or what, but we know there should be some political control so that there can be taxes levied to provide services for the good of the area as a whole, because we think it's

A (Cont.) basically wrong and unsound for one area to be rich while another area depending on it is impoverished.

MR. McKENZIE: That's all.

DOCTOR MAYO CROSS-EXAMINES THE WITNESS:

Q Just a small question for information only. Do you know whether your Association has any other studies made of a sociological nature or of housing in Edmonton and Calgary that could be made available?

A None in Edmonton and Calgary. There are a number that we produced in other centres, but none here.

Q Would some of them be relative, do you think, to this area?

A Yes, I think that the study by Doctor Leonard Marsh of Vancouver on redevelopment of areas in Vancouver would be highly pertinent. I think the studies of Doctor Albert Rose of housing in the Toronto areas would be also pertinent.

Q Are there some other studies on housing which your Association or which your branch has that you could make available to the Commission, especially this problem of housing, low income groups.

A Not to my knowledge. We don't have anything in Edmonton or Calgary directly along that line. We did have Mr. Rhys Smith from the Calgary Branch, Community Planning Branch, he could speak for Calgary, but I would assume they wouldn't have much more than we do. We have not developed literature on housing yet. We had, I think, two public meetings

A (Cont.) on it, and the minutes of those meetings are available to any who wish them.

Q They were not in this submission?

A No, they were not in this submission. They deal mainly with the National Housing Act and how we could get it implemented in Alberta.

Q Could you make those minutes available to us?

A Yes.

THE CHAIRMAN: Thank you, Mr. Card, you are excused.

(The witness retires.)

THE CHAIRMAN: The Commission will now adjourn until ten to-morrow morning when we will begin the cross-examination of Mr. Moffat on the Edmonton presentation.

(At this point the Commission stood adjourned until 10:00 a.m., Thursday, October 14th, A.D. 1954.)